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ABSTRACT

This document represents phase 1 in the development of a position paper on certification for adult secondary education teachers and administrators in Illinois. In its introduction the purposes of the paper are discussed: (1) examine practices in various states for recognizing the professional status of adult education teachers, (2) explore some benefits and disadvantages of such systems, (3) review the basis of professionalism for all adult educators, (4) identify basic issues involved in arriving at a sound policy on adult education certification, and (5) suggest a possible range of alternatives for the state of Illinois. Existing and proposed adult education certification (regulation) is examined for these selected states: Washington, Texas, Georgia, Delaware, South Carolina, Missouri, District of Columbia, and California. The next section consists of an extensive literature review on certification, accreditation, and licensure on an interprofessional basis. In the final section four alternative policies for adult education certification in Illinois are proposed. Advantages and disadvantages are explored. A list of references for the literature is appended. (YLB)

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STATE OF ILLINOIS
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ACCREDITATION, CERTIFICATION AND LICENSING FOR ADULT EDUCATION TEACHERS - AN EXAMINATION OF FACTS, OPINIONS AND OPTIONS.

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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FOREWORD

A position paper on certification for adult secondary education teachers and administrators in Illinois can be developed soundly and systematically through a variable phase process. This document is considered Phase I and consists of a description of current practices in certification in each state together with a listing of the advantages and disadvantages claimed for each by those with relevant experience. The report for Phase I includes a review of the literature on certification, accreditation and licensure on an interprofessional basis.

This document was prepared to describe the current approaches toward teacher and administrator certification, accreditation and licensing for adult and continuing education programs in the United States. The paper considers requirements and practices in public and private elementary and secondary school systems as well as in post secondary educational institutions (community colleges and technical institutes) which are offering courses which prepare adults either to receive a high school diploma or to take the General Educational Development test.

Leisure, hobby, and avocational courses unrelated to the earning of a high school diploma or GED certificate were excluded as were other adult education or extension offerings which apply either to the earning of some other certificate or credential and those which are credit-free of offering Continuing Education Units for successful completion.

The opinions expressed herein do not necessarily reflect the position or policy of the State Board of Education, Illinois Office of Education, or the State Teacher Certification Board. Current policies of the State Teacher Certification Board and the State Board of Education encourage the certification of professional educational personnel through the completion of state-approved teacher education programs. Such approval is granted in accordance with standards recommended by the State Teacher Certification Board and approved as policy by the State Board of Education.

The document was, however, intended to gain insight to the general regulatory procedures for staffing adult and continuing education programs. Therefore, should you either agree or disagree with the document in total or part, your written comments would be welcomed. Please forward your responses to:

State Board of Education
Illinois Office of Education
Adult and Continuing Education Section
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Springfield, Illinois 62777

Joseph M. Cronin
State Superintendent of Education

ACCREDITATION, CERTIFICATION AND LICENSING FOR ADULT EDUCATION TEACHERS - AN EXAMINATION OF FACTS, OPINIONS AND OPTIONS

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Adult education programs are an increasingly important component of the educational roles performed by the public schools and community colleges of Illinois. When the new Illinois Constitution was adopted in 1970 one of the significant changes in the education article was the deletion of the upper age limit on the State's responsibility to provide elementary and secondary education to its citizens. Illinois had also earned a national reputation for leadership in developing adult education programs for welfare recipients, not simply for the sake of reducing the welfare rolls, but rather as an effort to improve the quality of life for her less fortunate citizens by increasing their ability to cope with life's demands through education.

All of this work required the services of a cadre of individuals with varying backgrounds who were called upon to function as adult education teachers, working with students whose academic achievement ran the full range, from less than a first grade level of education to that of a twelfth grade dropout. These individuals, most of them lacking specific training in the field of adult education and working under less than ideal conditions, often in environments that were not conducive to learning, sought to carry out their teaching responsibilities to the best of their abilities, using child oriented curriculum materials, trying to reach adults whose previous education had been interrupted.

With the passage of over a decade since the enactment of the original economic opportunity legislation, the size and scale of the programs have grown, curricular materials have flowed in a steady stream from a variety of highly competitive and market oriented publishers; but the individuals employed as teachers in these programs have remained primarily part-time employees, lacking a claim to professional status and working as marginal employees, in many cases in school systems which show little appreciation of or commitment to the education of adults.

The purposes of this paper are to examine some of the practices in various states for recognizing the professional status of adult education teachers, to explore some benefits and disadvantages of such systems, to review the basis of professionalism for all adult educators, to identify the basic issues involved in arriving at a sound policy on adult education certification, and to suggest a possible range of alternatives for the State of Illinois.

Adult basic elementary and secondary education programs are developed and conducted by each of the fifty states, the District of Columbia, American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific and the Virgin Islands, funded, in part, by grants from the United States Office of Education. Although the Federal Government provides a large share of the funds, each state retains total responsibility for planning, supervision, teacher training, curriculum development, evaluation and all supportive services. (52:1).

The most recent statistical summary of the program published by the National Center for Educational Statistics shows that in Fiscal Year 1973 there were 25,781 paid local teachers in the program, 1,742 of whom were in Illinois. Also employed in the Illinois program were 157 counselors, 47 paid local paraprofessionals and 6 state administrative and supervisory personnel. (52: 60, 64, 66, 68). Nationally, fiscal year 1973 funds supported in-service and pre-service training opportunities for 23,150 teachers, teacher trainees, counselors, paraprofessionals and administrators at a cost of $3,000,000. In Illinois alone there were 961 daytime and 2,337 evening classes which were staffed. (52:55, 57).

Even a cursory examination of the statistics would show that across the United States thousands of persons are being employed to perform as teachers of subjects for which they may have had little or no training. There has not been a large enough group of prospective adult education teachers with career expectations in the field to inspire the development of an adequate number of pre-service training programs. The small number of teachers preparing for careers in adult education teaching has not yet reached the point that it has attracted serious examination by accrediting associations. The absence of a viable professional association of adult education teachers has meant that there has not been a special interest group to agitate for special forms of recognition. This lack of a common pre-service base for

adult basic education teachers has led to the development of a state-by-state focus on in-service education for teachers who have been employed in adult education with little academic preparation in that field.

Looking at the staff development efforts in California and in other states, Robert W. Rupert arrived at the following conclusions:

1. Adult education programs are large enough to justify training programs for full-time adult education teachers since the full-time teacher is now a reality.
2. Local adult education administrators should cooperate with in-service trainers and higher education professionals in developing teacher training curricula for adult education teachers.
3. A well-trained cadre of full-time adult education teachers is the key to the improvement of the profession.
4. Teachers are willing to enroll in in-service classes and university classes for professional growth, and they need such training because of relatively low experience in the adult education field. (61).

The certification of adult education teachers and administrators in the nation's public schools has not been a subject of widespread interest and so no person or group has systematically maintained a comprehensive register of current practices on a state-by-state basis. A committee of the National Association for Public Continuing and Adult Education (NAPCAE) has conducted surveys in 1969 and 1972 and has reported its findings in each case to the membership of the Association through one of its newsletters.

In May, 1976, a questionnaire (Appendix A) was mailed to the state director of adult education in each of the states and territories asking for the current regulations regarding state certification requirements for adult education teachers and administrators. Data from the two NAPCAE studies (35, 36) and from the current survey constitute the basic sources of the material on practices and trends in this paper.

Table I gives an overview of the teacher certification practices followed in the fifty states at three time periods for those states which cooperated in the surveys. Several points should be kept in mind in interpreting the table. First, the various states employ a variety of classifications in their public school adult education programs. Distinctions are drawn routinely between elementary and secondary level certification. Distinctions are also drawn between teacher qualifications for courses which carry credit leading to a high school diploma and non credit courses. Distinctions are also drawn between full- and part-time teachers. In some cases special

TABLE 1: CHANGE IN CERTIFICATION REQUIREMENTS FOR ADULT EDUCATION TEACHERS 1969-1976, BY STATES

State	1969			1972			1976		
	Regular Elementary or Secondary	Regular Adult Education Endorsement	Special Adult Education Certification	Regular Elementary or Secondary	Regular Adult Education Endorsement	Special Adult Education Certification	Regular Elementary or Secondary	Regular Adult Education Endorsement	Special Adult Education Certification
Alabama							x		x
Alaska									
Arizona			x	x					x
Arkansas							x		
California	x			x			x		
Colorado									
Connecticut			x			x	x		
Delaware			x						x
District of Columbia	x								A
Florida			x	x					B
Georgia			x						A
Hawaii				x			x		
Idaho	x								
Illinois	x								
Indiana							x		
Iowa						x			B
Kansas	x								B
Kentucky							x		
Louisiana	x								B
Maine	x			x					C
Maryland							x		
Massachusetts		x							C
Michigan	x					x	x		
Minnesota						x	x		
Mississippi								x	

TABLE 1 (Continued)

State	1969			1972			1976		
	Regular Elementary or Secondary	Regular Adult Education Endorsement	Special Adult Education Certification	Regular Elementary or Secondary	Regular Adult Education Endorsement	Special Adult Education Certification	Regular Elementary or Secondary	Regular Adult Education Endorsement	Special Adult Education Certification
Missouri			x			x			x
Montana									C
Nebraska							x		
Nevada			x			x	x		
New Hampshire									D
New Jersey							x		
New Mexico							x		
New York	x								B
North Carolina							x		
North Dakota	x						x		
Ohio	x						x		
Oklahoma									B
Oregon	x						x		
Pennsylvania							x		
Rhode Island			x			x	x		
South Carolina	x								A
South Dakota	x						x		
Tennessee	x						x		
Texas									A
Utah							x		
Vermont							x		
Virginia							x		
Washington	x			x					x
West Virginia	x					x			B
Wisconsin	x					x			x
Wyoming							x		

A plans in progress
B no response
C claims no certificate required
D B.A. degree required

terminology is employed so that information supposedly dealing with the same phenomenon in two states actually relates to closely related but not identical categories. Second, the state department of education officials who completed only a fraction of the questionnaire and enclosed selected portions of the school code may have responded in good faith but failed to comprehend that information was being sought on all kinds of adult education conducted under the sponsorship of the public schools. Third, the excerpts from the school codes that were submitted were not sufficiently complete to give the surveyors a feeling of great confidence in the precise interpretations of the situations in the states.

An examination of the gross summary of the findings of the 1969, 1972 and 1976 surveys shown in Table 1 does not reveal any clear-cut trends or tendencies.

The 1976 survey revealed that twenty-five states provide no special certification for teachers working in adult basic or adult secondary education. What this means in fact is that while there are no special credentials for adult education *only teachers who hold a regular certification for elementary or secondary education are eligible for employment as adult education teachers in courses which carry academic credit and which lead to a high school diploma.* Teachers employed in non-credit adult education, and this can include those employed to prepare individuals to take the General Educational Development high school equivalency test, generally need only to satisfy the requirements laid down by the local school district. It appears that the majority of states do not as yet see any need to have a special certification for elementary or secondary level teachers who are employed to teach adults, a position which suggests that at this point neither the characteristics of the learners nor the methods used in teaching adults are sufficiently different from conventional elementary and secondary teaching or that any special qualifications are considered to constitute a sufficient justification for an adult education credential. For non credit adult education which does not involve a quality assessment or a transcript of credits the states have seen no need to concern themselves with procedures to protect the public, preferring instead to leave the assessment of teacher qualifications to the local educational agency.

Ten states reported that a special credential is issued to adult education teachers in credit programs. These credentials are typically no

more than a special endorsement on a regular certificate. Arizona provides a special adult education certificate on a year by year basis. The District of Columbia requires ABE teachers to have a special "license." Hawaii certifies adult education teachers. Missouri and New Jersey require a special form of ABE certification. In several states (Alaska, Colorado, Idaho, South Dakota) the decision as to whether or not adult education teachers must be certified is left to the discretion of the employing district.

In some states the current situation is somewhat unclear or even ambiguous. South Carolina reported that certification is now required but that it has not yet been defined. In Vermont the requirement that ABE teachers have elementary certification has not been enforced for the past year. In Texas the state is planning to introduce some form of certification but the matter is now under study and no definitive rules have been issued to date.

Comments volunteered by state officials who completed the 1976 questionnaires show a marked difference of opinion concerning certification. On the one hand are those who believe that the introduction of an adult education credential would raise 1,001 problems. On the other hand there are those who believe that adult educators cannot achieve professional status and acquire equitable employment conditions without having the support of certification. This division of opinion on the part of state level public school adult education officials may be one of the facts which accounts for the absence of any clear cut national position on the part of adult education organizations regarding the desirability of certification for public school adult educators.

A NAPCAE Viewpoint

The chairman of the 1976 NAPCAE committee on certification reports that his committee is currently engaged in a study of the issues involved in the certification of adult education teachers. Four papers on this subject will be presented at a special session at the NAPCAE annual conference in New York City in November, 1976. The chairman of the committee favors certification on the basis that if a field of adult education exists, the core competencies in it can be identified and evaluated and persons who possess these competencies can be certified. He feels that if no core competencies can be identified, then no special field exists and any pretense that it does exist should be

abandoned. The basic problems he sees is that of developing the mechanism so that the means will not become the ends.

Before turning to an examination of the broader concerns of accreditation, certification and licensure, it may be useful to examine in greater detail the certification practices in public school adult education in selected states.

Existing and Proposed Adult Education Certification in Selected States

In responding to the 1976 questionnaire seven states and the District of Columbia provided fairly detailed information concerning existing or proposed certification programs specifically for adult education teachers. Although it was not possible to ascertain in every case whether the regulations applied only to teachers employed to instruct in credit courses which would lead to a high school diploma, it is generally correct to assume that unless otherwise indicated the regulations pertain only to credit programs. Non-credit programs can ordinarily be staffed by such individuals as the local school district judges to be qualified.

The seven states and the District of Columbia, arranged in order of increasing complexity of their regulations are Washington, Texas, Georgia, Delaware, South Carolina, Missouri, District of Columbia and California.

Washington

In 1969 the Washington State Legislature acted to strengthen the community college system. In so doing the adult education programs became redefined as a college rather than a secondary school function. Within the community college system no certificates are required. Such adult education as is conducted by the public schools must follow the certification standards and procedures of the state board of education.

All teachers must hold a valid certificate to be accounted a qualified teacher. Adult educators must hold the special adult education certificate to be qualified for employment. The regulation is as follows:

Adult education certificate

a. This certificate may be issued to individuals who are recommended by a school district superintendent to teach specific subjects in an

adult education program. The school district superintendent's written recommendation must outline the applicant's qualifications for the subject to be taught. Normally, the adult education certificate is valid for the duration of the school year. However, the certificate is valid on a continuing basis when the individual is employed to teach the same subject in the same school district on a continuing basis and there is a recommendation from the school district superintendent requesting that the certificate be continued for another year. Any regularly certificated teacher in a school district is eligible to teach adult education courses.

b. If the superintendent wants the certificate to be continuous, that request should be made in an accompanying letter when the certificate is requested. A white application form is used, and a $1.00 fee is necessary if the certificate will be valid for one year - $10.00 if the certificate will be valid for "continuous" service. (71:11).

The system as reported for the State of Washington possesses admirable flexibility in that it permits the local superintendent to judge the qualifications of proposed teachers based on a consideration of the local situation. Nevertheless in Washington the public school adult education program has been deemphasized because the legislature has assigned the major responsibility for adult education to the community college system.

Texas

The Texas Legislature, in enacting House Bill 147, authorized the Texas Education Agency to "prescribe and administer rules and regulations for teacher certification for adult education." The following are the guidelines which are now in use:

Teacher Qualifications

- All teachers and teacher-aides of adult education programs will receive a total of 12 hours of pre-service and in-service training annually.

- Teachers not possessing a valid Texas Teacher's Certificate but having a college degree and less than two years of adult education teaching experience are required to attend 12 hours of in-service training annually in addition to that specified in the above item.

- Teachers not possessing a Bachelor's degree or equivalent must provide evidence of successful completion of 6 semester hours of adult education college credit courses within two years of the time they begin teaching adults.

It is evident that these guidelines do not constitute certification requirements in the traditional sense. They are intended to provide minimal guidance until such time as the various approaches to staff development and certification can be studied.

Because of the geographical distribution of adult education teachers in Texas and because they are primarily part-time teachers the Texas Education Agency believes that a traditional certification program would not be feasible. The Agency is now attempting to identify the competencies required for effective teaching in adult education. After these competencies have been identified the Agency will arrange for the development of teacher training modules which will then be made available to teachers. The competencies might also be used as a basis for establishing certification standards. The matter of certification is being considered and data are being collected to serve as a basis for future policy decisions.

Georgia

In the 1969 survey the report from the State of Georgia indicated that while comprehensive certification requirements had been developed for administrators of adult education programs, the only requirement for teachers is that they must be graduates of an accredited four-year college or university. In 1972 it was reported that the certification requirements were undergoing changes, and in 1976 the Ad Hoc Committee on Public Service Adult Education Certification in Georgia produced a report on the teachers and/or administrator's professional certificate in adult education.

Effective September 1, 1977, all full- and part-time adult education teachers must have a valid teaching certificate.

The Committee's report recommended the following, which, if endorsed by the Teacher Education Council and the State Board of Education will supplant the existing regulations on adult education in the State Certification Manual.

I. Masters Degree - Adult Education

. . . the T-5 Certificate in Adult Education may be issued upon the completion of the master's degree from a regionally accredited institution with graduate courses which meet the following requirements:

Ten quarter hours in professional education courses applicable to the following (a) and/or (b) areas:

(a) courses dealing with the nature of the learner and the psychology of learning,

(b) courses dealing with alternative delivery systems and the problems of adult education.

Twenty-five (25) hours in subject matter or content courses applicable to the following (c) area:

(c) Courses in foundations of adult education; psychology of adults; social and cultural influences in adult development; curriculum planning in adult education; adult program administration; remediation of learning difficulties; literature in adult education; agencies serving adults; occupational information; problem areas in adult education; materials and methods of teaching adults; adult problems; school-community relations; subject matter content areas; research in adult education; practicum and/or internship experience in adult education; concentration on communication and computational skills-ABE.

II. Adult Education Administration Endorsement

An Administrator's Professional - Administrative Endorsement in Adult Education may be added with fifteen (15) quarter hours of graduate credit from an institution with approved programs in adult education; five (5) quarter credit hours in adult program administration, five (5) quarter credit hours in curriculum planning in adult education, and five (5) quarter credit hours in adult school-community relationships.

This supplementary endorsement may be added to any existing adult secondary or vocational education certificate and may be carried forward to higher levels of certification in those fields in the following ways:

1) Through meeting college course requirements at an institution with an approved program in adult education,

2) Through credit for competencies obtained through work experience(s) as evaluated by colleges with approved programs in Adult Education,

3) Through participation in local and/or state sponsored staff development efforts specifically designed to meet identified needs in cooperation with a college approved in Adult Education,

4) Any combination of the above.

III. Adult Education Teaching Endorsement

A Teacher's Professional-General Endorsement in Adult Education may be added with fifteen (15) hours of credit in Adult Education; five (5) hours in materials and methods of teaching adults, five (5) quarter hours credit in adult learning and psychology, and five (5) quarter hours credit in individualized learning in Adult Education.

This supplementary endorsement may be added to any existing certificate and may be carried forward to higher levels of certification in the following ways:

(1) Through meeting college course requirements at an institution with an approved program in adult education,

(2) Through credit for demonstrated competencies obtained through work experience(s) as evaluated by colleges with approved programs in Adult Education,

(3) Through participation in local and/or state sponsored staff development efforts specifically designed to meet identified needs in cooperation with a college approved in Adult Education,

(4) Any combination of the above.

The State of Georgia is also moving to a competency based education approach to approve college and university adult educator preparation programs. Under this program there will be provisions made for individuals to secure endorsements in adult education through the evaluation of previous work experience or by earning the required scores on a set of Adult Education Competency Examinations. Accordingly, Georgia appears to be moving toward a combination system involving both credit hours and competency based assessments. The system is being considered for adoption but any assessment of its utility and effectiveness must be postponed for several years until the results of its implementation can be measured.

Delaware

On February 20, 1975, the Delaware State Board of Education adopted new requirements for the certification of adult education professional public school personnel. These requirements are as follows:

Requirements for the Standard Certificate (Adult Education)

A. Teachers (Basic and General)

For teaching adult basic education including literacy education, preparation for naturalization, general adult education including academic and cultural education, civic and public affairs education:

1. Degree and/or experience requirements
   a. Bachelor's degree in adult, elementary, or secondary education from an accredited college.

- OR -

b. Bachelor's degree in liberal arts with a major in social studies or English from an accredited college.

- OR -

c. Associate degree from an accredited post-secondary college with two (2) years of documented experience in teaching of adults

- OR -

d. Bachelor's degree in education or liberal arts with a minimum of one (1) year training or documented experience in special or closely allied fields to education.

- OR -

e. Three (3) years experience in a special field or demonstrated expertise with additional training in techniques of working with adults.

- OR -

f. Through competency examinations as approved by the Delaware State Department of Public Instruction.

- AND -

2. Specialized adult education preparation

Satisfactory completion of either professional growth or college credits in three adult education courses under higher education sponsorship selected from the following:

Introduction to Adult Education
Strategies for Teaching Adults
Psychology of Adult Learners
Materials and Methods in Adult Education
Practicum in Adult Education
Attitudinal Aspects of Teaching Adults
Curriculum Planning in Adult Education
Adult Reading
Recruitment and Retention
Characteristics of Adult Learners
Other courses or professional growth credits as approved by the Department of Public Instruction

- OR -

Out-of-state transfer of three staff development courses approved through the Department of Public Instruction

- OR -

Completion of two (2) adult education summer institutes under higher education or state education agency sponsorship

- OR -

Completion of six (6) in-service credits in adult education under higher education or state education agency sponsorship

- OR -

Completion of two (2) in-service credits and one (1) year of documented satisfactory internship or employment as a teacher, counselor, or administrator in an approved adult program under higher education or the state education agency sponsorship.

B. Teacher of Adult Secondary Education

1. Requirements same as for Secondary Education in addition to specialized requirements listed in Section A. 2.

C. Teacher Aides

1. Qualification same as for other teacher aides excepting that a State Board of Education document of General Educational Development may satisfy a secondary educational requirement (see Specific Requirements).

2. Specialized preparation required: Completion of two (2) in-service training courses or staff development activities for paraprofessional under state or post-secondary institution sponsorship.

D. Principal or Vice-Principal

1. Requirements same as for general elementary-secondary school principal or vice-principal or occupational school principal or vice-principal, excepting that a principal of adult secondary schools must meet the requirements for Secondary Principal Certificate.

- AND -

2. Specialized preparation required: Minimum of one (1) course from the following selection:

Adult Curriculum Development
Program Planning
Evaluation
Adult Guidance

- OR -

Completion of one (1) year of documented satisfactory internship or employment as an administrator in an approved adult program sponsored under a higher education institution, state education agencies or major subdivision thereof.

In addition to the requirements for the Standard Certificate the State of Delaware also has provisions for the issuance of Limited/Standard and Provisional certificates in adult education. What should be noted, however, is that the State Department of Education now has a more formal process and more specific standards for ABE and general adult education teachers than most states have for teachers of credit bearing adult secondary education classes leading to a high school diploma.

Although a special certification program has been developed for basic and general adult education teachers, the credential for adult secondary education teachers is essentially a special endorsement added to a conventional secondary certification.

South Carolina

In 1975 the South Carolina State Board of Education changed the regulations governing qualifications of staff from the position that the staff must be properly qualified to the position that the staff must be certified. The interpretation has been that adult education teachers must have an elementary certificate or a secondary level subject certification. In March of this year the offices of adult education and general education were successful in convincing the State Board of Education to accept the following addendum:

Addendum to Personnel Standard for Adult Education

The Defined Minimum Program for Adult Education, page 58, II. Staff, states that "Each district shall provide properly certified administrative, teaching, and supervisory staff for the adult education program. Staff members may be either full-time or part-time according to the size of the program."

As directed by the State Board of Education at its regular meeting in January, 1976, the Offices of Adult Education and General Education have studied in detail the standard on personnel qualifications in adult education programs. Based upon this study, it was determined that an addendum to the present standard is needed. This addendum will insure that all new personnel employed in adult education will be properly certified and that presently employed personnel who are not properly certified will begin a process toward complete certification.

It is recommended that the following standard be appended to the present standard of the Defined Minimum Program.

A. Director

1. Each adult education program shall have a director (full- or part-time).

2. Each director employed prior to July 1, 1976, shall be certified as required under Acceptable areas of Certification (Adult Education Supervisor) no later than July 1, 1981. During this interim period, the director must earn a minimum of six semester hours per year toward full certification.

3. Each director employed after July 1, 1976, shall be certified as required under Acceptable Areas of Certification (Adult Ed. Supervisor), or hold an advanced degree (Masters or Doctorate) in the field of Adult Education.

B. Center or Program Supervisor

1. Each supervisor employed prior to July 1, 1976, shall be certified as required under Acceptable Areas of Certification (Adult Education Supervisor) no later than July 1, 1981. During this interim period, each supervisor must earn a minimum of six semester hours per year toward full certification.

2. Each supervisor employed after July 1, 1976, shall be certified as required under Acceptable Areas of Certification (Adult Education Supervisor), or hold an advanced degree in the field of Adult Education.

C. Basic Education Teacher

1. An adult basic education teacher shall hold at least the bachelor's degree or degree equivalent.

2. Each basic education teacher employed prior to July 1, 1976, shall be certified as an elementary teacher no later than July 1, 1981. During the interim period, the teacher must earn at least six semester hours per year toward full certification.

3. Each adult basic education teacher employed after July 1, 1976, shall be certified as an elementary teacher or hold at least a bachelor's degree or degree equivalent and have earned 18 hours in methods, strategies, materials, and/or psychology of teaching adults.

D. Adult High School Subject Area Teacher

Each adult high school subject area teacher shall be certified to teach the subjects assigned.

E. Adult Learning Lab Instructors

An adult learning lab instructor shall hold at least a bachelor's degree or degree equivalent and (1) be certified as an elementary teacher, (2) or secondary teacher, (3) or have earned 18 hours in methods, strategies, materials, and/or psychology of teaching adults.

F. Teacher Aides

Aides helping with classroom instruction or programs shall meet the following requirements:

1. Work under direct supervision of a teacher.
2. Have at least a high school diploma or State equivalency certificate.
3. Participate in pre-service or in-service training programs.
4. Be at least 18 years of age.

It may be noted that no special qualifications are suggested for adult secondary teachers beyond those required of secondary teachers working with youth. The adult basic education teachers employed after July 1, 1976 may be either regularly certificated elementary teachers or a bachelor's degree holder who has had earned 18 hours in methods, strategies, materials, and/or psychology of teaching adults. Both directors and supervisors employed after July 1, 1976 must possess an advanced degree in adult education. Directors and supervisors hired prior to that date are allowed five years to earn the requisite degree.

Missouri

On July 1, 1975, the Teacher Education and Certification unit of the Missouri State Department of Elementary and Secondary Education published the following Standards for Adult Basic Education Teacher Certification:

I. Requirements for a life teacher's certificate in Adult Basic Education:
   A. Baccalaureate degree from a four-year college or university, regionally accredited for purposes of teacher education, and meet the requirements for a regular Missouri life teacher's certificate.
   B. A minimum of 21 hours in the area of adult education to include the following courses:

	Sem.Hrs.
1. Foundations (Social, philosophical, psychological, of adult education)	3 - 4
2. Administration (Organization, administration, or supervision of adult education)	3 - 4
3. Methodology (Methods, techniques and/or skills for teaching adults)	2 - 4
4. Methods of Teaching Elementary Reading	2 - 4
5. Methods of Teaching Elementary Mathematics	2 - 4
6. Curriculum (Theory and/or development of curriculum)	2 - 4

7. Electives in Adult Education, to provide a solid background in the teaching of adults, such as: Foundations of Adult Education; Teaching Reading to Adults; Teaching Communication Skills to Adults; Seminars, Workshops, Internships, Problems and Practicums in Adult Education; The Teaching-Learning Process in Adult Education; Current Issues or Topics in Adult Education; Federal Relations in Adult Education. (A maximum of 3 hours credit for an Audio-Visual or Media Course may be used to meet this requirement.) 7 - 0

TOTAL 21

II. Five-year teacher's certificate in Adult Basic Education:
   A. Baccalaureate degree from a four-year college or university regionally accredited for purposes of teacher education, and meet the requirements for a regular Missouri life teacher's certificate.
   B. A minimum of 8 semester hours of approved college credit in Adult Education. This certificate is renewable upon earning an additional 8 semester hours of approved college credit in Adult Education. Credit must be applicable to requirements for life certification.
   C. The teacher must be recommended by the local superintendent or Director of Adult Education to the Missouri Director of Teacher Certification as an Adult Basic Education teacher in their district.

III. One-year teacher's certificate in Adult Basic Education:
   A. Baccalaureate degree from a four-year college or university, regionally accredited for purposes of teacher education.
   B. The teacher must attend an Adult Basic Education teacher training workshop approved by the Missouri State Director of Adult Education, earning a minimum of 1 semester hour of approved college credit in Adult Education. (This credit must be applicable to life certification.)
   C. The teacher must be recommended by the local superintendent or Director of Adult Education to the Missouri Director of Teacher Certification as an Adult Basic Education teacher who will be employed in their local Adult Basic Education program funded by the Missouri State Department of Elementary and Secondary Education.

The State of Missouri has what is essentially an adult education endorsement for teachers who can satisfy certain quite specific requirements in addition to those required of other teachers. It is not actually a special endorsement in that the teacher is certified only in adult education.

District of Columbia

The District of Columbia Public Schools Administrator has recommended specific licenses be established for four categories of adult education

teachers. The Board of Education has not yet acted on the recommendations but they have been included here to show the extent to which the kinds of adult education teachers have been codified:

Regular classroom teachers in adult education programs.

Class 1. Teachers in adult basic education programs:

1. A bachelor's degree from an accredited college and a backgroumd of academic and professional studies representing definite preparation for teaching in adult basic education programs, satisfactory to the Chief Examiner.

2. Academic preparation shall include each of the following:

English	12 semester credits
Geography	3 semester credits
U.S. History	6 semester credits
U.S. Government	3 semester credits
Mathematics	12 semester credits
Science (biological and physical)	6 semester credits
Music	2 semester credits
Art	2 semester credits

3. The following professional courses are required:

Psychology of the adult learner
Foundations of adult education
Methods and materials of adult education
Corrective and prescriptive techniques of teaching
Teaching reading to adults
Methods of teaching mathematics (or remedial mathematics)
Speech and language development for teachers
Development of oral communication skills

4. Observation and student teaching, adult or senior high school level. One (1) year of satisfactory teaching experience, adult level, may be accepted in lieu of the student teaching.

Class 2. Teachers of academic subjects in adult general education programs:

1. A bachelor's degree from an accredited college; a minimum of thirty (30) semester credits in the major to be taught; and a sequence of professional education courses representing definite preparation for teaching the major to adults, satisfactory to the Chief Examiner.

2. The thirty (30) semester credits in the major shall satisfy the specified academic requirements of existing secondary level licenses.

3. The following professional courses are required:

   Psychology of the adult learner
   Foundations of adult education
   Methods and materials of teaching the major
   Corrective and prescriptive techniques of teaching
   Teaching of reading to adults or teaching reading in the content areas

4. Observation and student teaching, adult or senior high school level. One (1) year of satisfactory teaching experience, adult level, may be accepted in lieu of student teaching.

Class 3. Teachers of technical and industrial subjects in adult education programs:

1. A bachelor's degree from an accredited college and a sequence of professional education courses representing definite preparation for teaching the trade to adults, satisfactory to the Chief Examiner. Successful wage-earning experience in the trade may be substituted for the four (4) years of college training or any part thereof, on a year-for-year basis.

2. Three (3) years of satisfactory wage-earning experience in the trade. (Twelve (12) months of wage-earning experience is required per year of experience.)

3. The following professional courses are required:

   Principles of vocational education
   Shop organization and management
   Psychology of the adult learner
   Foundations of adult education
   Methods and materials in adult education
   Corrective and prescriptive techniques of teaching
   Teaching reading to adults
   Teaching mathematics to adults or teaching remedial mathematics

4. Observation and student teaching, adult or senior high school level. One (1) year of satisfactory teaching experience, adult level, may be accepted in lieu of student teaching.

Class 4. Teachers of related subjects in adult education programs:

1. A bachelor's degree from an accredited college and a sequence of professional education courses representing definite preparation for teaching in adult education programs, satisfactory to the Chief Examiner. For two (2) of the four (4) years of college training or any part thereof, there may be offered satisfactory wage-earning experience in the trade(s), acceptable to the Chief Examiner.

2. Three (3) years of satisfactory wage-earning experience in the area of certification. One (1) year of technical training beyond high school may be accepted for one (1) year of the experience requirement.

3. The following professional courses are required:

   Principles of vocational information
   Shop organization and management
   Psychology of the adult learner
   Foundations of adult education
   Methods and materials in adult education
   Corrective and prescriptive techniques of teaching
   Teaching reading to adults
   Teaching mathematics to adults or teaching remedial mathematics

4. Observation and student teaching, adult or senior high school level. One (1) year of satisfactory teaching experience, adult level, may be accepted in lieu of student teaching.

It may be noted that while successful wage earning experience in a trade may serve as a substitute for general college education for technical and industrial subject teachers there are eight mandatory professional education courses. Similarly wage earning experience in the area of certification may be substituted for two of the four years of college training for teachers of related subjects in adult education programs.

All administrators must have a master's degree. In selecting adult education administrators the policy is "to identify qualified individuals who have had appropriate training and experience in the field of adult education.

California

California has long been noted for the size and scope of its adult education programs. State support for general adult education as well as for high school completion programs has served to stimulate and maintain large programs in most school districts. Approximately 15,000 teachers were employed in adult education programs in California in the 1970-71 school year and 90 percent of them were employed on a part-time basis.

Seven categories of adult education teacher credentials are granted, the last two having been added as of January 1, 1964:

1. Adult Education Credential in Designated Subjects authorizes the holder to teach subject(s) indicated on the credential in classes for adults; it is subject to periodic renewal.
2. Adult Education Credential for Short Unit Courses authorizes the holder to teach specific subjects for not more than 120 hours per year. It is subject to periodic renewal.
3. Class D Vocational Credential in trade, industrial and public service education authorizes the holder to teach specific subjects for less than full-time service; it is subject to periodic renewal.
4. General Secondary Credential authorizes the holder to teach any subject in grades seven through fourteen. It is subject to periodic renewal.
5. Special Secondary Credential authorizes the holder to teach special subject(s); it is subject to periodic renewal.
6. Standard Teaching Credential with specializations in early childhood education, elementary teaching, secondary teaching, or community college teaching authorizes the holder to teach any adult class; the credential is valid until revoked.
7. Standard Designated Subjects Teaching Credential limited to classes organized primarily for adults authorizes the holder to teach only those subjects designated on the credential; the credential is valid until revoked.

The seventh classification is further subdivided into full time and part time. The full time credential requires four years of appropriate academic preparation and/or appropriate successful experience gained after high school graduation in the subjects named on the credential plus four semester hours of coursework in adult education principles, materials and methods.

The part-time Standard Designated Subjects Teaching Credential Limited to Classes for Adults requires the same education and experience as the full-time credential plus a written statement by a school district official that the applicant will be teaching for not more than 120 clock hours per year.

The Standard Designated Subjects Teaching Credential makes it possible for adult program directors to employ persons from the community who possess special skills but who lack a college degree. It also enables the adult education director to employ college graduates who may have had no professional preparation in the field of education.

Since 1967 any person who is employed to teach adult classes for not more than 60 percent of the hours per week considered a full-time assignment shall be classified as a temporary employee. This classification is important to adult education financial officers because temporary employees do not accumulate credit toward the period of service required for permanent classification. Fringe benefits provided by the local school district are usually

not provided for teachers who are employed fewer than 15 or 20 hours per week.

The California Commission for Teacher Preparation and Licensing has developed and revised a manual for developing, evaluating and approving professional preparation program plans for the designated subjects teaching credential. (10). The manual is designed to assist local education agencies to develop plans to submit to the Commission for evaluation. Five groups are defined as local education agencies:

1. A California public school district
2. A California county superintendent of schools
3. A California regional occupation program or center
4. A California state agency
5. A California approved teacher preparation institution (10:1).

The Education Code stipulates that the minimum requirements for the designated subjects teaching credential shall be adequate, successful and recent experience in the technical skill, trade or vocation named on the credential with a minimum equivalent to five years' experience; a program of personalized in-service training to provide preparation as approved by the Commission; and possession of a high school diploma or the passage of an equivalency examination. For the part-time credential the personalized in-service training requirements are a minimum of four semester units, or 60 clock hours, or the equivalent. For the full-time credential nine semester units, or 135 clock hours, or its equivalent are required.

A local education agency submitting a Designated Subjects Teaching Credential Program must present a plan which includes the following:

1. A transmittal letter to the Commission from the Chief Administrative Officer of the Local Education Agency acknowledging his/her approval of the program.
2. Program goals
3. A brief description of the program to include the name of the cooperating institution or agency, program plans and personnel selection procedure, personalized in-service training plans and time blocks. Sequences of experiences for the various types of teachers should be outlined. A local education agency may endorse a program or programs offered by an approved teacher preparation institution. In such case, the approved teacher preparation institution may submit the program design.
4. Means by which the program goals are to be achieved
5. Evaluation design and means
6. Plans for future program revision and development. (10:5-6).

The local education agency has the responsibility to determine that the adult education teacher candidate meets the experience and subject matter knowledge requirements for the designated subjects teaching credential. Table 2 shows the various combinations of education and/or training and years of work experience required. (10:11-12).

TABLE 2: COMBINATIONS OF QUALIFYING EXPERIENCE REQUIRED OF CANDIDATES FOR THE DESIGNATED SUBJECTS TEACHING CREDENTIAL

	Education or Training		Years of Work Experience Required
1.	High School Diploma or Equivalent	+	5 years
2.	One Year of Occupational Preparation Appropriate or Related to Teaching Field	+	4 years
3.	Two Years of Occupational Preparation Appropriate or Related to Teaching Field	+	3 years
4.	Three Years of Occupational Preparation Appropriate or Related to Teaching Field	+	2 years
5.	Baccalaureate Degree with a Major in or Related to the Teaching Field	+	2 years
6.	Completion of an apprenticeship, indentureship or similar program in accordance with industry and labor standards. There shall be no academic equivalency for paid work experience for instructors of apprenticeship classes.	+	2 years
7.	For nonvocational subjects in classes organized primarily for adults . . . a bachelor's degree including a minimum of twelve semester hours of course work relating to the subject to be taught.	+	0 years

This approach places a responsibility on the local education agency to define competencies and conduct a performance based evaluation of the training. The Commission has not left the matter entirely to the discretion of the local education agency for the manual stipulates that the in-service training program will include but not be limited to the provision for the development of the following understandings and competencies:

Knowledge of the cultural differences in students and communities
The learning process
Instructional techniques
Curriculum and media

Instructional evaluation
Supervised field experience
Principles and practices
Scope and function
Counseling and guidance
Community and occupational relationships
Special needs of students
Student work experience programs
Intracurricular student leadership development
Organized activities designed to improve the candidate's academic or occupational deficiencies
Evaluation of student achievement (10:15-16).

Overall the plan appears imaginative but somewhat impractical if the purpose of the program is to encourage local education agencies to become actively involved in developing professional preparation program plans for the designated subjects teaching credential. The plan requires that the local education authority provide at least the following kinds of documentary evidence for each of the 15 items in the preceding list of competencies and understandings:

1. The goals and objectives stated in measurable terms for each of the required competencies accompanied by a statement showing how each competency is intended to contribute to the excellence of the candidate.
2. The minimum experiences to be provided the candidate in order to attain the objectives specified for each competence.
3. The minimum criteria by which the candidate's performance shall be measured as related to the objectives specified for each competence.
4. Provisions made for each candidate to know precisely what is expected of him/her in each program element and exactly how he/she is expected to accomplish it. (10:16).

Such requirements appear exacting or even onerous to an outside observer. It is not possible, however, to make an evaluation of the program at this point because it is still too new. While the true test must be the number of teachers who are enabled to earn the adult education designated subjects teaching credential and the number of local education authorities who participate in the program, a preliminary appraisal based solely on an examination of the proposed procedures leads to the conclusion that the benefits to the local education authority for participating in the program fall short of the costs of operating such a system.

Accreditation, Certification and Licensure - A Selected Literature Review

Miller identified three factors which he felt have served to increase the amount of literature on the organization and uses of accreditation over the past 15-20 years. First, increased visibility has been brought about because of the relationship of accreditation to federal funding. Second, increasing specialization has led to the development of pressures to establish new programs of specialized accreditation and to the expansion of institutional accreditation procedures to include new types of institutions. Third, there is a contemporary interest in examining the roles of various kinds of social institutions, perhaps especially those which serve in some regulatory or gate-keeping capacity. (32:24).

The first American licensure laws were enacted in 1890 by Virginia and New York for nurses. However the roots of professional licensure can be traced back to the practice of the medieval craft guilds in restricting admission to the practice of a craft to preserve the monopolistic power of the guild. The alleged purpose of modern day licensure is to protect the public by barring incompetent persons from practicing in a professional field, but the monopolistic effect remains very real.

Pressures for state certification or licensure are exerted by groups of professional practitioners. Thus the influence of the medical profession was apparent as early as 1639 in a Virginia statute regulating medical practice in that colony, and that of the legal profession in 1730 in New York, when its supreme court began to require lawyers to complete a period of apprenticeship before admitting them to argue cases before the court. State licensing or certification of teachers came into existence soon after the introduction of free public education during the nineteenth century. Other professional groups began accreditation programs in the twentieth century, dentistry 1918; law, 1923; engineering, 1936; and pharmacy 1940. (32:20). By 1960 every state was certificating the teachers in its public school system.

At this point we turn to a consideration of the rationale for official sanctioning, examine some of the positions which have been set forth regarding accreditation, certification and licensure, giving due attention to the criticisms which have been expressed at various times.

The Rationale for Official Sanctioning

Cathy Rosencranz, Kathy Rockhill and Joan Wright have set forth the reasoning which underlies the various forms of official sanctioning:

> Any form of credentialing is based on the assumption that it is possible to define effective practice. From this definition further assumptions are drawn. In the case of accreditation, it is assumed that a prescribed educational experience is a necessary antecedent to effective practice. In the case of certification and of licensing, it is assumed that a set of standards can be extrapolated from the definition of effective practice, against which an individual can be measured. Further requirements for credentialing include a procedure by which the evaluation of educational experience or individual competence will be conducted; a body designated by the profession to specify the standards and oversee or administer the measurement procedures; and power to apply sanctions. (59:4).

Accreditation

Accreditation is a process whereby an organization, agency, or association recognizes a college or university, or a program of study, as having met certain established standards or qualifications. It is "a uniquely American institution which developed because of the absence federal control of education, because of the failure of states to exercise their legal authority . . . and because of a strong drive for the development of uniform, minimum national standards." (39:3).

John R. Mayor listed five purposes of accreditation:

1. Service to the public. Accreditation is supposed to guarantee to the citizen quality in an institution of higher learning.
2. Institutional improvement. Minimum standards, the initial accreditation, and the periodic reevaluation visitations are seen as a major thrust for the improvement of teacher education.
3. Facilitating transfers. The establishment of national standards or norms allows college and university admissions officers to make easier and more rapid judgments regarding the admission or graduation of a student, and the movement of a student on to the next level of matriculation.
4. Raising standards of the profession. An important objective of accreditation is to raise the standards of education for the practice of a profession. Almost every profession has adopted accreditation as a means of suggesting how its practitioners should be prepared, and as necessary, of enforcing its ideas. (39:3-4).

Accreditation has been justified primarily on the basis that it performs socially valuable functions. The Accreditation and Institutional

Eligibility Staff of the United States Office of Education lists nine such functions:

1. Certifying that an institution has met established standards;
2. Assisting prospective students in identifying acceptable institutions;
3. Assisting institutions in determining the acceptability of transfer credits;
4. Helping to identify institutions and programs for investment of public and private funds;
5. Protecting an institution against harmful internal and external pressures;
6. Creating goals for self-improvement of weaker programs and stimulating a general raising of standards among educational institutions;
7. Involving the faculty and staff comprehensively in institutional evaluation and planning;
8. Establishing criteria for professional certification, licensure, and for upgrading courses offering such preparation; and
9. Providing one basis for determining eligibility for federal assistance. (67:2).

Levels of Accreditation

Three levels of accreditation are involved in teacher education. The state is involved in approval through its power to issue teaching certificates and regulate education. Regional accrediting agencies evaluate the total institution which provides teacher training. Nationally, the national teacher education accrediting organization - the National Council for Accreditation of Teacher Education - accredits the teacher education program. (NEA:6).

N.C.A.T.E.

The National Council for the Accreditation of Teacher Education (NCATE) has a 22 member accrediting body composed of representatives selected and appointed by the following organizations:

1. American Association of Colleges for Teacher Education - 10 representatives
2. National Education Association - 6 representatives
3. National Learned Societies - 3 representatives
4. Council of Chief State School Officers - 1 representative
5. National Association of State Directors of Teacher Education and Certification - 1 representative
6. National School Board Association - 1 representative (32:171).

Regional Accrediting Associations

Regional accreditation is carried out to insure the quality of entire institutions rather than individual programs. For the most part it appears

that until an institution has been accredited by its regional accrediting association none of its individual programs will be considered for accreditation by other groups. The six regional accrediting associations are:

1. Middle States Association of Colleges and Secondary Schools
2. New England Association of Schools and Colleges
3. North Central Association of Colleges and Secondary Schools
4. Northwest Association of Secondary and Higher Schools
5. Southern Association of Colleges and Schools
6. Western Association of Schools and Colleges.

Regional accrediting associations have not yet said much about the qualifications of teachers and staff members in secondary level educational programs for adults. The Commission on Schools of the North Central Association of Colleges and Schools has developed formal policies and standards for the accreditation of separately administered adult high schools, that is, secondary education institutions which have been established as a separate unit within a school district rather than as an ancillary program of a particular youth oriented secondary school. (47). It is important to note that the standards deal only with teachers who are employed to teach subjects for which credit is granted toward satisfying the requirements for a high school diploma. Nothing is said which restricts the freedom of the adult school to employ any person it chooses as a teacher so long as the individual is not engaged in teaching courses in the diploma completion program.

The following are selected portions of the standards which are directly related to the qualifications of the teachers and administrators:

> The staff of the adult high school shall be well qualified in professional subject matter, occupational, and adult learning areas. The teachers shall possess those broad academic and occupational qualifications that will enable them to effectively impart knowledge and skills within a flexible curriculum meeting the educational needs, interests, and vocational requirements of the adult students.
>
> . . . . . .
>
> teachers shall have degrees from accredited institutions or have done 5 semester hours of graduate work in an accredited graduate school.
>
> . . . . . .
>
> . . . within three years of initial employment, adult high school teachers in the diploma completion program shall have completed satisfactorily six semester hours in course work in the field of adult education, including such topics as principles, counselling, learning psychology, methods and materials, social foundations, and philosophy, as these relate specifically to the teaching and learning of adults. (47:27).

The requirements for assistant principals, principals and directors of adult education include at least a master's degree and progress to the

point of stipulating at least 20 credit hours related to adult education supervision, administration and related fields and two years of successful experience in teaching or administration in adult education, (47:29-30).

The standards also stipulate that teachers must have served an internship or had student teaching experience. In cases where prospective teachers have already had satisfactory teaching experience this may serve as a substitute for student teaching experience or an internship. (47:59).

Such regulations which are drafted by committees of the Association and which must be endorsed by a vote of the membership at the annual meeting rest upon the careful deliberations of respected individuals who have experience in the field of adult education and an understanding of the established standards and policies for conventional secondary schools. In the absence of a research tested base on which to build a system of evaluation, Association members who share a desire to upgrade the quality of adult programs draw upon their collective wisdom in a systematic process of formulating policies and standards. The process occurs over an extended period and is subject to a sequence of reviews which are believed to constitute a safeguard against arbitrary, capricious or unreasonable regulations.

The policies of the Northwest Association of Schools and Colleges (NWASC) state that credits earned in adult education may be applied toward graduation requirements provided that (1) the courses have been approved by the member school; (2) the classes are taught by properly certified teachers; and (3) the classes meet the minimum requirements as established by the NWASC. (48:15).

In explaining the nature and justification of standards the NWASC stated that standards are "statements of minimum requirements which have been substantiated by research, experience, or the judgment of educators as basic requirements for a satisfactory educational program." (48:41).

None of the accrediting associations has developed standards and policies for A.B.E., G.E.D. or E.S.L. programs though there appears to be a growing interest in the examination of adult education programs of institutions of secondary education. (21).

National Association of State Directors of
Teacher Education and Certification

The National Association of State Directors of Teacher Education and Certification (NASDTEC) has developed a set of standards which they recommend for state approval of teacher education programs. In 1974 an NEA survey showed that 22 states which belong to the NASDTEC reciprocity system will issue regular certificates to out-of-state teachers who have been graduated from programs approved by their home state on the basis of the NASDTEC standards. (NEA:8).

Professional Associations

Accreditation is a process which is not performed in the early stages of development of a profession. The first individuals to be identified with an emerging profession are those whose training was pursued in related fields or whose claim to expertise rests upon the demonstration of particular competence perfected in practical experience. These pioneers may develop training programs for new entrants to the emerging profession. Such training programs may be seen as a means of presenting trainees with the special knowledge and skills which can be acquired more efficiently through a structured educational program than through years of experience. For accreditation to be conducted at least three elements are required:

1. the existence of a professional association with some means to distinguish who is eligible to belong from those who are not, and the application of these eligibility criteria to applicants for membership;
2. the appointment and support by the professional association of a body, . . ., authorized to develop standards and procedures for accreditation of professional programs, and to implement the accreditation procedures, once approved; and
3. the ratification by the professional association of a criterion set which would mark an accredited program and a procedure for accreditation. (59: 18-19).

Miller noted that professional groups justify their involvement in accreditation as a means of protecting the potentially gullible client from unscrupulous and incompetent individuals and of protecting the qualified and competent professionals against unfair competition. (32:21).

Some Dissonant Notes

Critics of accreditation have not been reluctant to express their views. Miller quotes Henry W. Winston, a former president of the North Central Association of Colleges and Secondary Schools, on the futility of accrediting as follows:

> The accreditation process inevitably is driven to judgments which are inevitably superficial, transient in their validity, and a drain upon the time, energy, and resources that ought to be put into the real obligations of the college or university . . . (32:26).

Determining quality in an educational program or institution requires professional expertise and judgment. Yet there is a widely felt need to democratize the process of judging. Miller quotes Elton Ryack who expressed the inherent dilemma in his book Professional Power and American Medicine:

> On the one hand, the maintenance of professionally established quality standards is generally accepted as a socially desirable function of professional organizations; this is particularly true of medical care, where the quality of services provided may mean the difference between life and death. On the other hand, the professional organization is inevitably concerned with protecting and advancing the economic interests of its members. Since it is inherently difficult to translate quality into objectively quantifiable terms, there arises the possibility of an internal contradiction in the dual role of the professional organization as protector of society's welfare through the regulation of quality and as defender of the economic interests of the members of the organization. (32:47).

Various authors and speakers have taken a highly critical position on what they believe are the consequences of inadequately functioning accreditation systems. Kathleen Rockhill asserted seven negative consequences of certification in the United States have been well documented and she claimed that certification serves:

1. to define social class;
2. to sort and select out people for jobs or to join the ranks of the unemployed;
3. to determine who will have access to knowledge;
4. to increase public dependence upon the services of experts;
5. to perpetuate a vast educational enterprise directed at turning out certificate holders rather than educating individuals; and
6. to limit our civil liberties as we are forced to submit to certain rituals or professional services which may not be of our choosing. (Rockhill:1).

Unfortunately she did not cite the documentation which would convince her listeners that all of these dysfunctional consequences were produced by

the organization and conducting of certification procedures. Her central concern, however, was not to help bring about the abolition of certification. Instead, it was to argue for the improvement of certification procedures so that only valid tests which discriminate between competence and incompetence are issued. (Rockhill:2).

Wilbert E. Moore and Gerald W. Rosenblum have also commented on the dysfunctional aspects of permitting professional organizations to set and maintain educational standards through accreditation. They observed:

> Self-regulation may serve to preserve and even enhance standards, but may also be used merely to enhance occupational prestige, to control the number of authenticated practitioners in order to reduce competition and increase income, and not uncommonly, to protect a particular orthodoxy against reasonable and even superior alternatives. (32:21).

Miller offered the following recommendations which he believes would "permit nongovernmental accreditation to continue its critical reliance on professional expertise and subjective judgment, to ward off any necessity for government regulation, and to provide assurances to society that the process will operate in its best interest:

1. Accrediting agencies should more clearly, specifically, and forthrightly state their purposes for accrediting.
2. Institutions and accrediting agencies should move deliberately, but swiftly, to establish a national body to coordinate, monitor, and supervise accreditation of postsecondary education.
3. Nongovernmental accreditation should engage in two practices to enhance its credibility: (a) make increasing use of independently appointed public representatives; and (b) utilize a public hearing approach to the development of major policies and standards.
4. Accrediting agencies should increasingly involve related professions in the membership of both their policy- and decision-making bodies and visiting teams. (32:208-213).

Moving from a consideration of the sanctioning of entire institutions and individual institutional programs the individual becomes the focus of the next section in which certification is examined.

Certification

Certification is a process of legal sanction which authorizes the holder of a credential to perform specific services in the public schools of the state. Unlike licensure, certification is usually limited to an effort to assure minimum competence for professional practice. The certification

procedure pays less attention than licensing to the enforcement of ethical standards or the regulation of practice.

At least 45 states use the approved program approach toward certification which means essentially that if an institution and its teacher education programs have been accredited, the graduates of such programs are certified on what is little more than a pro forma basis. Inasmuch as state certification bodies have found it useful to deal with teacher certification through delegating a share of the responsibility to accredited teacher training institutions for K-12 teachers it is not surprising that the same procedure appears to be the favored one for adult education certification in most places where it has developed.

The first section of this paper was devoted to an explication of the certification procedures utilized in various states. An essential aspect of the certification process has been a consideration of the essential competencies which a professional practitioner in the field should possess. An examination of the literature in this area for professional adult educators should reveal the present state of development of professional education for all adult educators, especially those who are destined to be teachers.

Training for Adult Education.-- A considerable amount of systematic thought has been given to the kinds and objectives of training which is appropriate for the training of adult educators.

In 1956 Cyril O. Houle listed six general objectives for the training of all adult educators, not just those who would be employed as teachers:

1. a sound philosophical conception of adult education based on a consideration of its major aims and issues and embodying convictions concerning the basic values which it should strive to achieve;
2. an understanding of the psychological and social foundations on which all education (and particularly adult education) rests;
3. an understanding of the development, scope and complexity of the specific agency or program in which he works and the broad field of adult education of which it is a part;
4. an ability to undertake and direct the basic processes of education: the refinement of objectives; the selection and use of methods and content; the training of leaders; the provision of guidance and counseling; the promotion of program; the coordination and supervision of activities; and the evaluation of results;
5. personal effectiveness and leadership in working with other individuals, with groups, and with the general public;
6. a constant concern with the continuance of his own education throughout life. (22:137-139).

In 1961 Martin N. Chamberlain wrote his doctoral dissertation on the competencies of adult educators. He produced a list of fifteen attitudes and behaviors which he concluded should be common to all adult educators. (11).

In 1963 George F. Aker reported the findings of a study he had conducted on behalf of the Commission of the Professors of Adult Education of the Adult Education Association of the United States. Seeking to develop a set of criteria for evaluating graduate programs in adult education, Aker first identified 400 behavioral statements from the literature. Some of these behaviors he felt could best be acquired through means other than graduate study and so he dropped such items from his list. Then by involving a series of judges consisting of professors of adult education and graduates of adult education programs he ultimately identified the following 23 most important behavioral descriptions of the objectives of adult education graduate study.

The adult educator:

1. Helps people control and adjust to change rather than to maintain the status-quo.
2. Intelligently observes and listens to what is being said or done and uses this information in guiding his response.
3. Selects and uses teaching methods, materials and resources that are appropriate in terms of what is to be learned and in terms of the needs and abilities of the individual learners.
4. Helps his clientele acquire the ability for critical thinking.
5. Provides an atmosphere where adults are free to search, through trial-and-error, without fear of institutional or interpersonal threat.
6. Identifies potential leaders and helps them to develop their potentials and capacities.
7. Makes use of existing values, beliefs, customs and attitudes as a starting point for educational activities.
8. Is actively involved in continuing study that will increase his professional competence.
9. Understands the role of adult education in society and is aware of the factors and forces that give rise to this function.
10. Actively shares, participates and learns with the [other] learners in the learning experience.
11. Helps adults to actively set their own goals, and provides a variety of means and opportunities for intensive self-evaluation.
12. Identifies and interprets trends that have implications for adult education.
13. Has clearly defined his unique role as an adult educator and understands his responsibility in performing it.
14. Arranges learning experiences so that the learners can integrate theory and practice.

15. Is effective in building a teaching team among lay leaders and group members.
16. Uses the process of appraisal to evaluate programs and to help clarify and change objectives.
17. Is creative and imaginative in developing new programs and believes that innovation and experimentation are necessary for the expansion of adult education.
18. Makes use of the contributions of all group members through the utilization of individual talents and abilities.
19. Works with schools, teachers, parents, and pre-adults to assist them in developing the motivation, attitudes, understanding and skills necessary for life-long learning.
20. Objectively presents contrasting points of view.
21. Assumes the initiative in developing a strong national perception of the importance and essentiality of continuing education.
22. Recognizes when the communication process is not functioning adequately or when it breaks down.
23. Identifies, critically evaluates, and discusses scholarly work by investigators in adult education and related fields. (1:40-41).

The process of identifying skills and knowledge which should be mastered by all adult educators is continuing. Employing the Delphi technique involving 141 of 197 adult education professors in college and university graduate programs in the United States and Canada, Richard L. Bunning identified the nine highest priority knowledge and eleven highest priority skill statements which were believed to be essential to practicing adult educators:

Knowledge

1. of the ever changing nature of the adult and his needs
2. of the functions of the adult educator
3. of the psychology of the adult: intellectual development, adjustment, personality theory, the effects of aging, the psychology of dying, etc.
4. of himself
5. of the process of change
6. of the principles of adult education
7. of the broad field of adult education as it relates to the individual, the community and/or society
8. of learning theories in practice
9. of contemporary society: its subgroupings, needs, trends.

Skills

1. in diagnosing education needs of the individual
2. in continuous self-improvement
3. in designing learning experiences based on need
4. in initiating the self-actualization process in the adult
5. in conducting learning experiences based on need
6. in systematic inquiry, critical assessment, and problem solving
7. in communicating (including listening skills)
8. as a change agent for himself, individuals, organizations, and/or the community

9. in encouraging creativity
10. as a competent instructor
11. in creating non-traditional learning opportunities. (8).

This Delphi study also yielded 31 additional lower priority knowledge statements and 26 additional lower priority skill statements, Nevertheless the statements produced by Bunning, Chamberlain, Houle, and to a lesser extent, Aker, were still fairly global and would have a specific meaning only to a person already highly knowledgeable in the field of adult education. These statements, because they were intended to define the desired behaviors of adult educators in a variety of settings, are not particularly useful to an individual who is attempting to establish, evaluate, or improve a program specifically for the training of teachers. To make progress in that area one would hope to be able to build upon a sound foundation of tested knowledge. Unfortunately much of the literature on teacher training has produced inconclusive results showing negative effects on student achievement with increased amounts of training in some cases; superior student performance with untrained teachers in others; and no relationship whatsoever between the teaching styles employed by teachers and the learning performance of their students.

In adult education teacher training, as in all other forms of teacher training, it is the pursuit of a logical system of teaching rather than the utilization of tested knowledge on instructor or instructional characteristics and their effects on affective and cognitive development in students. Nevertheless the study of teacher training continues.

ABE Teacher Training.— In reviewing the literature which deals with the specification of performance standards for teachers of adult basic education, George E. Spear commented that none of the efforts which have been made to utilize the task analysis approach to define what teachers do in ABE classrooms has been effective. (64). He also observed, and indeed quite accurately, that "because adult education draws most of its practitioners from amateur ranks--persons not usually pretrained in the professional field--there has been little or no imperative for establishing a strong academic basis or system." (64:103).

All of the lists of competencies of adult educators in general, the statements of objectives for adult education graduate programs and the

classifications and rankings of ABE teacher competencies rest on the informed opinion of judges rather than on empirical tests of practice and results. The most recent and systematic identification, classification and ranking of knowledge, behavior and attitudes judged to be appropriate for ABE teachers was prepared by Donald W. Mocker in his doctoral dissertation in 1974. Mocker used four teaching characteristics, i.e., knowledge, skills, attitudes and behaviors, and four process factors, i.e., scope and goal of adult education, curriculum, characteristics of the ABE student, and instructional process to categorize 170 statements of competencies. (34). A related study has been reported by Lorraine M. Zinn in the form of a teacher competency inventory but the validation of the competencies and their importance in facilitating the achievement of adult basic education students has not been conclusively demonstrated. (77).

The fact that certification for adult basic education teachers and the accreditation of pre-service training programs are in an earlier stage of development than they are for conventional elementary and secondary education teachers is not evidence that the latter has a stronger knowledge base than the former. Richard L. Meeth, commenting on "the stateless art of teaching evaluation" asserted:

> The evaluation of teaching presumes consensus among educators about what constitutes effective teaching. But educators don't know what makes up effective teaching; they don't have a good research base, don't agree on the validity of what research they do have, don't believe the evidence that is presented in that research, and don't act on any of it in a broad systematic way throughout higher education. (26:3).

Yet the accreditation of teacher training programs and the certification of elementary and secondary education teachers is found throughout the United States while no provisions now exist for the accreditation of adult education teacher preparation programs and such provisions as exist for the certification of adult basic education teachers are far from standard or universal. The difference between accreditation and certification practices for adult basic education teachers and those for elementary and secondary teachers cannot be explained by differences in the knowledge or research base. It seems more likely that the difference can be explained more adequately as a result of difference in the number of persons involved; the proportion of part-time employees in each group, the extent to which the teachers are organized into articulate special interest groups, the

career commitments of the practitioners, and the interests of the leadership in the state education departments.

From time to time certain ideas seem to capture the imagination of the education fraternity. Competency based teacher education and performance based education now seem to be the most popular concepts which are being examined for their relevance to various segments of education. The area of adult education has not been overlooked in this new wave.

Competency Based ABE.— Competency based adult education has been receiving a great deal of publicity in the past few years. Paul V. Delker reported that perhaps as many as 37 states have made competency based adult education programs a priority for the use of discretionary and other funds in 1976. (14:1). Research underway at the University of Missouri is intended to compare the competencies of teachers using adult performance level approaches with those of teachers using traditional approaches.

In publishing a catalog of competency-based adult education research and innovation, the United States Office of Education may be intentionally encouraging the adoption of competency based methods in planning, conducting, and evaluating programs for adult basic education students. (68). Although the competency based education approach is now in vogue for programs conducted by adult education teachers it has been adopted less enthusiastically for ABE teacher training programs. Nevertheless the idea is logically sound and may ultimately lead to an improvement in teacher training, accreditation, certification and even licensing methods.

Recertification

In addition to the initial certification or licensing of professionals, recertification and relicensure are becoming topics of widespread concern among university faculty members who are reconsidering their role in such activities. George B. Strother and David N. Swinford have noted in their study of 14 professions that 41 states require continuing education in one or more of the professions for relicensure or for continued membership in the professional association. (65).

As has been mentioned previously, adult education teachers do not have a national professional association which can look after their interests as full-time career members of an emerging profession. It may be that it is a

union type organization rather than a professional association that will finally serve as an effective voice for adult education teachers.

Adult Education Unions

The unionization of adult basic education teachers is in a very early stage of development. In fact, neither the National Education Association nor the American Federation of Teachers has adopted a specific position in regard to the certification and licensure of teachers or administrators in adult education. (12). As the number of full-time teachers in ABE increases it seems reasonable to assume that they will be viewed as potential recruits by union leaders who will then be inclined to pay more attention to the interests and desires of potential members. To date, however, organized labor has not expressed any appreciable interest in this special group of teachers, most of whom are still employed part-time in ABE and do not think of themselves as career ABE teachers.

The NEA concerns for certification appear to be restricted to conventional elementary and secondary school teachers rather than embracing other personnel who may be employed on a full- or part-time basis primarily or exclusively as teachers of adults. The professional performance and the welfare of such instructors has not yet become a significant concern of the NEA if one is to judge by the absence of any mention of members of this group as members of the commissions or boards. Further, no data are presented in tables of commission functions to indicate that adult education teachers and their duties have been considered.

The development of higher standards of performance, assuming that such can be defined objectively and reliably, for the public school adult education teacher may be accelerated by the use of licensing even in the absence of a professional association which for other professional groups has initiated the legislation which established the licensing board.

Licensure

Licensure is a legal procedure performed by the state designed to screen candidates for admission to a profession and, in some instances, to review periodically the qualifications of existing practitioners in order to

protect the public through an effort to assure at least minimum competence for the practitioners of the profession, to maintain ethical standards, to regulate practice, to enhance professional standards and to insure that the public will be served fairly. The licensee is authorized by law to perform in a specified role.

Licensing is most often carried out by appointed state boards whose members are usually nominated by the relevant professional association. In the fields of dentistry, medicine, law, nursing, engineering and architecture, the state boards of examiners are composed primarily or exclusively of practitioners. (39:29). In the medical field licensing is performed by the state while certification is carried out by a professional board or association. It is possible to become licensed to practice general medicine without securing any board certification from any professional group including the Academy of General Practice. Board certification is a mark of distinction in medicine rather than an indispensable requirement for practice.

Licensing procedures which are established to advance the general public welfare can be implemented in ways that serve not to improve the services provided to the public but to advance the personal interests of those who are already well established within the profession. Malcolm C. Brown described this misuse of licensing as follows:

> A favorite procedure of professions is to require an excessive and increasing standard of training as time passes, for new entrants to the market. This allows practitioners to obtain an increasing amount of quasi-rent on their educational investment throughout their careers. It also reduces the possibility of new practitioners engaging in competitive practices to attract clients since they are always the highest cost producers in the market. Another procedure is to vary the pass rate on the licensing examinations according to the need (as defined by the profession) for new practitioners. A final possibility is to engage in discriminatory practices with respect to foreign practitioners - for example, more stringent licensing requirements for foreigners than for locals. (7:436-437).

It is not surprising, however, that licensing can be misused. Any regulatory power can be employed to benefit the public, to advance the interests of the group which is to be regulated, or to serve the public interest by giving due attention to the needs of the profession while insuring that the ultimate criterion to be applied is the estimated net effect of any policy on the public welfare.

The literature on accreditation, certification and licensure has been examined briefly with the statements of proponents and opponents of these practices quoted to some extent. It has also been necessary to examine the literature on formal pre-service training of adult educators and on adult education teacher competencies to provide evidence of the early stage of development of this area of knowledge. At this point it may be useful to examine some of the issues, bringing additional considerations to bear together with those presented from the literature.

Issues

Although the practices of accreditation, certification and licensing are well established, they are not without controversy in any of the professions. The case for the certification of adult education teachers still lacks general acceptance.

The major controversies can be grouped under four kinds of issues:

1. The relative validity of the methods for distinguishing between competence and incompetence.
2. The degree of specificity required in certifying competence.
3. The duration of the period for which competence is certified.
4. The locus of the power to screen applicants for certification.

Although each of these issues could be resolved by purely technical means, the solutions developed might not be socially acceptable. The cost of carrying out the plan may far exceed the social benefits which would result. The technical solutions for the issues of certification are also capable of altering the nature of American society, therefore they must be applied circumspectly when applied at all.

A lesser concern than that of the effect upon society is the character of the effects of the technical solutions upon adult education. However, this concern is important to educators and should not be disregarded.

Each issue will be discussed in turn, alternative ways of approaching it stated, and their possible effects set forth.

Competence vs. Incompetence

The need of society for protection against fraud and incompetence in the fields of health care, construction and law seems unarguable. It seems

unreasonable to wait until patients die, buildings collapse or rights are sacrificed before judging whether practitioners in the field are capable of performing the service they allege to render. The issue here is clearly not whether such persons should be examined to assess their ability but how it should be done.

Traditionally society has had to rely on the judgment of peers or consumers, whether the examination is conducted as a deliberate test or a review of the consequences of services which have been rendered. It has long been recognized that the assessments of colleagues, supervisors, and observers are unreliable and prone to bias so that more objective evidence of competence is called for.

The usual methods of attempting to measure competence objectively have included

1. satisfactory completion of a specified course of study
2. submission of proof of successful practical experience
3. special examination by a group of recognized experts
4. continued participation in systematic learning.

With increasing sophistication in testing, measurement and the behavioral sciences and with increasing judicial scrutiny of claims of unequal treatment of persons of different racial backgrounds has come an increasing sensitivity to the shortcomings of each of the established ways of measuring competence.

A diploma or degree and an accompanying transcript of course grades and credits have been regarded as evidence of having undergone satisfactory training. The only safeguard of the validity of the credential has been the prior accreditation of the whole institution and in some cases of the specific program. The soundness of the accreditation itself has been questioned despite the reputations of the team members who conduct the institutional evaluation visits and even though the professional or trade associations express their formal sanctions. It is possible to assert that the issue of ability to determine competence on the basis of graduation in a particular program in a specific institution is indistinguishable from the issue of ability to determine the competence of an institution to educate those whom it graduates. Thus, using the diploma or degree as proof of competence displaces the burden of proof from the individual to the institution but cannot be said to lighten it.

Secondly a transcript of grades and course credits is a record of individual accomplishment which also rests on faith in the integrity of the educational institution. The quality of instruction and level of academic standards are moot with regard to this matter, but more critical is the question of the relation of the curriculum to the duties performed by the practitioner. The relevance of the content of educational courses taught and of the kind of practice given in training exercises to actual demands in real-life situations is open to question and is expressly denied by spokesmen for people who feel that this way of showing competence is unfair to them.

The right of individuals and of groups, including professional educators, to decide what other people need to know and to do in order to be prepared to practice their occupations has been challenged. Much of the value of the procedures which have been taken for granted in teacher certification is more a matter of trust than of empirical support.

Nonetheless it is not unreasonable to assert that accreditation is functional in American education. In a nation where the federal government does not operate the schools and colleges, a nongovernmental system of accrediting commissions and associations has evolved to ensure the academic integrity and quality of secondary and postsecondary education. The system is not perfect; the relationship of the characteristics of libraries or the adequacy of laboratory equipment to the nature of learning or the relevance of what has been learned to the requirements of practice is not self-evident. These are, however, matters which can be assessed and improved essentially as technical matters. Membership of the commissions and associations can be made more representative of the concerned parties. Studies of the relationships between the criteria, standards and policies employed in accreditation and the criteria for acceptable individual practice can lead to increasing the relevance of the former to the latter. Curricula can be revised and transcripts can be redesigned to provide data with greater predictive validity for professional performance than the traditional recording of grades and units of credits. Finally certification can be revised to incorporate additional indicators of competence to supplement the conventional measures.

Passing a special examination as a way of demonstrating professional competence can be traced to the requirement of the production of a masterpiece

by a medieval apprentice seeking to prove his/her right to formal recognition as a master craftsman. The United States Civil Service and that of states and cities has led to widespread reliance on the use of paper and pencil tests to screen applicants for employment. Federal litigation, such as the case of Griggs versus the Duke Power Company, have demonstrated that the widespread application of testing can lead to results that are not simply a scoring of ability levels. Because there have been cases in which the performance level of screening tests has been unrelated to ability to perform the actual tasks required in carrying out the duties of a given position, there is a growing trend to shift from an exclusive focus on verbal and cognitive skills toward the performance of job related tasks.

The result of the thrust given by the civil rights movement away from techniques which have tended to discriminate on the basis of culture, social class, race, sex, age and other factors than merit or capacity to perform has been the emergence of the concepts of performance based teacher education (PBTE) and competency based certification (CBC). If the core knowledge and skills that constitute the basis for competency to practice a profession can be identified, then devising ways of measuring them is a matter of employing techniques to produce appropriate instrumentation and the setting of minimum performance levels. Therein lies the rub. Unfortunately, agreement on what constitutes the core knowledge and skills of many fields, including adult education, is far from unanimous and the differences of opinion expressed by reputable authorities about this core does not lead to a high level of public confidence in the judgment of those empowered to make certification decisions.

It is a characteristic of behavior prediction that perfection is not attainable. Ability to perform is so much what we hope to be able to predict that it is tempting to concentrate wholly on the improvement of ways of specifying essential knowledge and skills through the consensus of teams of experts, the students of industrial engineers and management consultants, and the utilization of modern technology. However, beyond the determination of core competencies lie the myriad hazards of devising standards for each and ways of measuring them, of sampling within a large number of competencies to compose a test that is sufficiently representative of all the kinds of work that a practitioner of a given field is called upon to perform, and of excluding or controlling the factors which may affect performance in the

examination situation. Failing a driver's test may signify incompetence to chauffeur an automobile, or it may signify only nervousness in a test situation which has no counterpart in actual traffic. Sincere enlightened effort to improve the tests seems all that is called for--as long as such matters are considered in isolation.

The third customary way of proving competence lies in submitting letters of recommendation from former teachers and employers, Membership in the professional or trade association which governs the field of practice may also be regarded as evidence, on the assumption that such organizations impose their own qualifications for membership which are relevant to competence to practice. Other information such as length of service, awards for excellent achievement, and prior certification in other states, may be accepted or specified, usually in combination with different requirements.

Few of these documentary bits of evidence of adeptness are available to the new applicant desiring admission to the profession. They may appear to be easier to secure by those who belong to a given race or subculture, with relatives or close ties to those who are practitioners. The practical relevance of such letters may be open to question. Does a letter of recommendation prove that the applicant for certification is proficient in his/her field or that the writer of the letter liked him/her, or for that matter, was glad to get rid of him/her?

Of the kinds of evidence discussed so far, the third is commonly regarded as least valid and little weight is given to it in certification. Yet next to an actual on the spot demonstration of proficiency, what should be better evidence of ability to perform than evidence that an applicant has already performed creditably, and for a long period of time. Closer attention to technicalities would also improve the quality of the third kind of evidence--better control over the confidentiality of recommendations (as permitted by law), the combining of bits of evidence from letters and records for cross validation, greater assurance that associations do screen their members and exclude possibly unqualified ones, and comparable grounds for certification in different jurisdictions so that reciprocity can rest on other than exclusively legal grounds.

The fourth category deals with the standardization and prescription of pre-service training. Uniformity of preparation to practice can be

standardized by mandating a common course of instruction for all applicants. Such a course may be conducted by any officially designated agency or institution. The length and characteristics of the training may vary widely by design and require varying proportions to deal with a review and an updating of funiamental information and skills and such emerging content as the certifying body chooses to include. It may be required only upon initial certification or as a refersher for renewals of certification.

The specified training may consist of one category of subject matter or of several. Generally it is prescribed in terms of a total number of credit hours to be earned in a fixed period of time in a set of stipulated subjects. Substitution of previous preparatory training for such continuing in-service training is unlikely, since (as already indicated) its purpose is to achieve uniformity in practice. It is not a common requirement for the certification of public school teachers.

It should be clear from the preceding sections that the issue of competence versus incompetence can be handled through a combination of ways subject to improvement in technical ways and to greater rigor of application. The discussion to this point has dealt primarily with proofs of competence to practice where inadequacy of performance poses a threat to the health, safety and welfare of the public. The issue of competence does not arise from whether it is necessary to examine for competence but how to design and execute the examination.

To what extent can the case be made that certification is essential when the professional competence involved is the knowledge and skills essential for the teaching of adults. It could be argued that it is when the subjects taught apply to public health, safety and welfare. But what about teaching the English language? Arithmetic? American citizenship? the humanities? Social studies? The common core of teaching that qualifies students for a high school diploma or prepares them to take the General Educational Development high school equivalency examination? Is it appropriate to invoke the police power of the state to protect the public in these areas?

Those who advocate the certification of adult education teachers appear to claim that professing to be a teacher when one does not possess certifiable qualifications is a form of fraud, which the state has the responsibility to prevent. But, as a matter of fact, the state's right to certify

teachers is derived from its responsibility for providing education, not from its police power. In a sense there is no inherent obligation to protect the adult populace, as contrasted with children, against inept adult educators; it is a matter involving the deliberate choice of policy. A state may choose to allow caveat emptor to govern in the field of publicly supported adult education; if it does so, the responsibility for guaranteeing its quality is left entirely to the local education authority. If the state, by legislative or executive action, chooses to do otherwise, the consequences of choosing each alternative on adult education and on society in general must be weighed.

In the case of the first major issue, among the consequences may be an overdependence upon technicalities and on unduly restrictive regulations. Other dysfunctional consequences which have been observed include a proliferation of forms of credentialling; cheating in examinations; influence-peddling and favoritism, all of which present problems to the governmental units concerned. The practical question is, of course, whether the value of the benefits to be derived from certifying adult education teachers and administrators outweighs the cost, or perhaps whether the costs can be managed in such a way that appreciable net benefits will result.

Specific versus nonspecific certification

The prevalent practice in American education is to certify teachers in broad categories, such as elementary, secondary, vocational, librarian, or counseling, and not to require proof of competence in particular subjects or areas. On the whole, no specific form of certification to teach adults is prescribed although elementary or secondary education certification may be required as evidence of qualification as a teacher. This approach is regarded as unsatisfactory by those who argue that a teacher may be quite proficient in teaching children and yet be unable to teach adults. The essential issue is whether the act of teaching is everywhere the same or whether pedagogy differs in significant ways from andragogy (the art and science of helping adults to learn).

At this point it is appropriate to consider briefly the rival claims of school districts and community college districts concerning who is better qualified to provide effective instruction in adult basic education. The

argument of the community college has been essentially that community college teachers are well qualified through experience to teach adults because community colleges serve a clientele which is legally adult with some exceptions. Community college teachers have not generally been required to present evidence of having been trained in teaching before they can be employed. Instead their claim to competence has rested on the same assumptions as the claims to competence of faculty members in other institutions of higher education. That claim asserts that if a person is competent in his/her grasp of a given subject then that fact alone should be regarded as evidence of his/her ability to teach that subject to adults. It is a bit odd, however, that when community colleges lay claim to expertise in adult basic education they usually do so, not on the grounds of having advanced knowledge of the particular subjects being taught, but on the basis of having experience in relating to adults in instructional settings. School districts, on the other hand, do not lay claim to a history of having instructed adults singly or in groups but rather they argue that a knowledge both of the specific subject matter and of the theory and practice of teaching is evidence of their superior qualifications. This contest is continuing with neither side showing an inclination to retire from combat. Inasmuch as state governments have provided funds to support adult basic education programs conducted by the school districts as well as those conducted by community college districts, the precedent gives no guidance as to the wisest future policy.

Broadening the area of certification increases the pool of potential teachers; narrowing it by specifying special forms of certification reduces the number of people available to teach in a given area. If there is no desire to reduce the number of persons eligible for employment as ABE or adult secondary education teachers but there is a desire to upgrade the quality and image of the field through certification, the state can establish additional training requirements for those seeking the special certification and provide convenient means by which such training can be pursued. Unless such training is offered at convenient locations and times and at a cost which is acceptable to the trainees in terms of the presumed benefits, the training would not be expected to produce much of an impact. Special certification for adult education teachers can involve considerable expense for the state. Given the fact that thousands of persons are employed by the state or local educational agencies to teach elementary and secondary education to adults

it seems reasonable to assume that initially the focus on any certification program must be at the in-service level rather than pre-service because working teachers would not be willing to stop working for whatever period of time it took to participate in the training so they would be considered qualified to hold the jobs they had already held. Neither would the school consider it reasonable to interrupt the adult program for a period of time until the teachers who had already been working in the adult program had progressed through some special training program in order to become legally qualified to hold the positions which they had previously held, and in which their performance might have been exemplary.

Any certification program, to be feasible, would almost certainly contain some kind of "grandfather clause" with respect to those teachers and administrators whose performance had been considered entirely adequate. Such persons could probably be treated equitably by giving them temporary certifications based upon supporting documentation from their supervising principals. Whether or not the treatment of teachers who may have been performing satisfactorily for a number of years will become a serious problem to certification depends to a large extent upon the state's position with regard to the next major issue: lifetime versus renewable certification.

Lifetime versus renewable certification

Usually certification, once granted, is permanent. Even when the initial certification is provisional with renewal required at prescribed intervals, and the certificates revokable for cause, the intent is to provide for continuing licensure. Provisional certificates are granted in special circumstances, but the circumstances may recur or be officially extended by executive action. Provisional certificates may also be conditional in order to permit deficiencies in qualifications to be made, upon which the appropriate form or standard certification is authorized. A provisional certificate can be a probationary one and once the provisionally certificated instructor satisfactorily completes his/her period of probationary service, he/she becomes entitled to a regular certificate. Renewals of regular certificates are usually contingent only upon payment of a specified fee if no serious derogatory information, such as evidence of conviction for a crime, has been reported. The incidence of revocation of teaching certificates for malfeasance is infrequent,

for incompetence, virtually unheard of. Essentially, certificates, once granted are renewed automatically as often as the teacher applies for renewal. In some states lifetime certificates are still the rule,

In the professions the custom of issuing licenses to practice occupations which are vital to the preservation of public health, safety and welfare has been coming under increasing attack wherever such renewal is automatic. The argument is being raised in many quarters that the pace of change in technology results in professional skills becoming obsolescent in far less than the span of a single career. In some fields the knowledge and skills of a university graduate become sufficiently outdated in a decade after the graduate receives his/her degree to raise a serious doubt concerning the continuing competency of the practitioner unless he/she has during that time secured additional education to keep them up to date. The pace of change in the health care fields seems to render a lifetime license in any of them almost meaningless as a way of protecting the public against malpractice or professional obsolescence. To an increasing extent professional associations and licensing boards are requiring evidence of continuing learning as a condition for renewal of licenses.

The precedent has been established for a kind of continuing education which its critics are calling compulsory lifelong education. They insist that the precedent is fraught with the greatest danger to the freedom of adult citizens, that in fact an example has been given legal sanction which yields to the state the power to control the livelihood of its residents by denying them the right to practice occupations for which they have proven their capability unless they comply with more or less arbitrary regulations of a central authority. This viewpoint has been mentioned not because of a belief in its merits but rather to acknowledge that the move to establish periodic recertification based on participation in continuing professional education has opponents as well as advocates.

Concurrent with the growing concern for recertification and compulsory continuing education, the Continuing Education Unit (CEU) has been developed as a way of keeping records on the kind and quantity of continuing education activity of individuals. A CEU is defined as the equivalent of ten contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction and qualified instruction. The

CEU is not a measure of learning and the definition is precise in indicating that the quality or integrity of the sponsoring institution and instructor are all that is implied. By design, no quality grades will be used to serve as evidence of the amount of learning which has occurred. Participating institutions are expected to provide a transcript for each participant, showing the number of CEU's he/she has earned. Any decisions concerning the practical utility of given units are to be made by the relevant professional body which faces the task of making quality judgments of providing institutions at the least, or of making quality assessments of each continuing education activity that is offered. It seems more likely that such quality control as will be exercised by professional associations will deal with whole sponsoring bodies rather than handling the matter on a course-by-course basis.

Experienced members of committees which serve as boards of examiners for assessing the qualifications of individuals seeking admission to a profession are aware of the complex assessment problem they face. Few would favor periodic reassessment of the competence of all certified practitioners because of the tremendous amount of time that would be required and also because of a skepticism, born of experience, regarding the actual amount of improvement in practice that would result from following such a procedure. It is not surprising, then, that the practice of accepting CEU transcripts in lieu of other evidence of continuing learning and of continuing competence is gaining acceptance. Such acceptance rests on trust in the integrity of the accredited sponsoring institution and is a logical extension of the philosophy which justifies granting certification to individuals because they received a given degree from an accredited institution.

An extension of the idea of requiring the completion of specified preservice and in-service training for the renewal of teaching certificates brings to mind several salient questions:

1. What evidence exists to demonstrate that obsolescence also afflicts the adult education teacher or administrator?

2. What are the areas of unsatisfactory practice in the teaching and administration of adult basic and secondary educational programs?

3. Would the policy of requiring continuing professional education on the part of ABE teachers be a means of dealing with those who have been teaching in the field for a number of years with no special adult certification while at the same time setting up an entry mechanism for persons seeking to enter the field?

4. Would the establishment of a periodic recertification procedure based upon participation in continuing education strengthen the professed core values of the adult education and lifelong learning field or arouse so negative a reaction to the compulsory aspect that the net result would be to discourage voluntary continuing learning?

It is easy to specify the requirements for the renewal of certification in terms of numbers of C.E.U.'s for a given time period, and administrators, professional associations and licensing boards can develop lists of subjects in which the CEU's must be earned. This process lends itself to ease of control, a computerized recording system and routine planning. Unfortunately it also seems to inject both the so-called educational lock-step and the ritual of accumulating course credits for their symbolic effect into the field of noncredit adult education and thus to increase still more the fear that adult education is becoming a means of regimenting life rather than an avenue of increasing human freedom.

Pragmatically speaking, however, continuing education is a feasible way of upgrading knowledge and skills beyond the minimum level required for initial certification. Whether a reasonable requirement that adult education teachers and administrators endeavor to continue to grow in their professional capacities can legitimately be interpreted as an unwarranted intrusion on their freedom must depend upon the wisdom involved in selecting among the alternatives available to policy makers, which range all the way from placing exclusive reliance on the judgment of local program administrators as to the qualifications of their employees to imposing a rigid statewide plan involving precise specifications of numbers and kinds of CEU's as conditions for the renewal of certification.

<u>Certification by a state board versus certification by a professional association</u>

The issue of the locus of power to certify refers to the location of the entity which has the authority to decide which persons may practice a given profession. Although the avowed purpose of almost all systems of certification is to protect the public, it is seldom that the public initiates their establishment. The suggestion of licensing or certifying usually originates with a membership group consisting of practitioners who conceive of the need and then itself either establishes and enforces a system or convinces the

state legislature to enact a statute. In the latter situation a majority of the members appointed to the state board or commission set up to administer the statute are members of the interested profession. Observers have called attention to the fact that the process surrenders to the licensed profession the power which is intended to protect the public against itself and, at the same time, to regulate the rate of admission to the profession, thereby governing the supply of practitioners and indirectly controlling their levels of compensation, to set standards for practice which can benefit elements of special interests, and to determine the extent and content of permitted practice, preventing the operation of a free market.

In all fifty states teachers have been certified by boards and departments of education or by specially appointed registration and certification commissions. The major national organizations of educators have not as yet taken a position on certification in adult education although they are now studying the matter. It is clear that the National Education Association advocates giving teachers more power over the certification process in elementary and secondary education.

State teacher standards and practices commissions or boards were operating in 25 states in 1974. In the following states these groups had the power either to determine or to recommend the criteria for teacher preparation and certification:

Alaska	Maryland
California	Massachusetts
Connecticut	New Hampshire
Florida	North Dakota
Indiana	Oklahoma
Kansas	Oregon
Maine	Pennsylvania

In the following states the boards or commissions also had the responsibility for setting or recommending the criteria for accrediting teacher preparation programs:

California	Massachusetts
Indiana	Oklahoma
Maine	Oregon
Maryland	Pennsylvania

In August, 1974, the Instruction and Professional Development division of the National Education Association published the second edition of its directory of teacher standards and practices commissions. In the foreword,

mention is made of the NEA criteria for practitioner determination of the standards and procedures for certification in the profession;

1. The state has either a legally established professional board which has legal responsibility for teacher licensure and for state approval of teacher education programs, or it has a board or commission which has the major say in the state about standards for certification and for accreditation of institutions which prepare teachers,
2. K-12 practitioners comprise a group larger than any other membership group (e.g. college representatives, citizens, school board members) on the board or commission,
3. The established professional board must have the approval and support of the state affiliate, including constant attention to the implementation and maintenance of the board or commission. (38:v).

It is surely understandable that elementary and secondary teachers should want a larger voice in the legal regulation of their profession for they are aware that a number of other professions already have a major role in the state control of theirs. It may be less easy to understand why adult basic education teachers have not taken a stand on the need for special certification.

The question of who is to control education is an important aspect of the adult basic education teacher certification issue. If certification for adult education teachers is to be authorized the options involved will have to relate to the interplay of forces representing the profession and forces representing the public interest on the certificating body. The political structure, program administrators, teachers and the general public all will lay claim to equities in the system. The resolution of the sometimes competing claims which leaves the consumers without an effective voice can scarcely be said to protect the public interest. Yet, in the process of developing regulatory schemes, the interests of the established professional groups are typically protected more vigilantly than those of the public. In practice the ethics of the profession itself may, in the final analysis, be the controlling factor in protecting the public interest, for a common characteristic of the descriptions professions give of themselves is the inclusion of a statement expressing dedication to serving the client.

Alternative Policies for Adult Education Certification in Illinois

Several options exist for the development of a state policy on adult education teacher and administrator certification. There would seem to be little justification for seriously considering a program accreditation or an individual professional license for adult educators employed in credit programs at the elementary and secondary levels for several reasons, each of which will be discussed briefly before the various approaches to certification are examined.

The process of accreditation is carried out by regional accrediting associations and by professional associations. Entire institutions are evaluated by the regional accrediting associations so that if an accredited institution happened to have an adult education teacher or administrator preparation program, that program would, of course, be included in the institutional accreditation. In no case would the regional accrediting association be empowered to grant accreditation to a specific program within an institution.

It is not clear what association would be the most appropriate one to concern itself with the preparation of adult education teachers and administrators. The National Commission for the Accreditation of Teacher Education has not historically been concerned with adult education programs and adult educators, preferring instead to confine its accreditation activities to K-12 programs. NCATE has not yet officially acknowledged the existence of a special group of educators who are engaged in educating adults at the elementary and secondary education levels. Until a major shift in policy occurs NCATE will apparently be inadvertently favoring the policy that teachers of adults should have the same credentials as teachers of the same subjects at the same grade levels for children and youth.

Although the adult education field appears to have an abundance of associations and organizations not one of them can lay claim to being the professional association of public school adult educators at the national level. Given the present state of affairs it seems highly unlikely that any of the existing organizations including NAPCAE, an NEA affiliate and the most likely candidate, will be able to mount a systematic national program for the assessment of adult education teacher and administrator preparation programs.

Accordingly, with the major teacher training accreditation organization apparently disinclined to regard adult education teacher and administrator preparation programs as warranting accreditation in their own right and with adult education teachers and administrators inadequately organized to function as an effective professional association nationally, it seems unrealistic to assume that a workable national accreditation scheme for programs to prepare adult education teachers and administrators will be organized in the next five to ten years.

Licensing by the states is ordinarily done only where the established members of a profession are well organized at the state level and are prepared to work to influence the members of the state legislature that the state would be protecting the public interest and advancing the public welfare by exerting control over who shall be permitted to practice. The bulk of adult education teachers are part-time teachers whose primary career identification lies in some area other than adult education. Also the state level organizations of public school adult educators are not strong financially or politically so they are unlikely to be able to exert sufficient pressure to persuade members of the state legislature to enact a licensing law for adult education teachers when no similar law has been found to be necessary for the much larger number of elementary and secondary teachers. It therefore seems implausible to advocate or seriously propose that a state licensing system be established for a small segment of the public education sector.

An examination of the issues and a consideration of the experiences of various states indicates that a program of state certification offers the most realistic approach to making the training and practice of adult education more systematic than it now appears to be and to encouraging and facilitating the upgrading of professional practice in this special area of state supported elementary and secondary level adult education.

In developing a certification system for adult education teachers and administrators for credit bearing elementary and secondary education, several major obstacles and problems must be considered:

1. There are already thousands of persons who have been employed to teach in adult education programs and the results they have produced vary widely though no carefully collected data are available to enable an observer to assess the relative effectiveness of each individual's work.

2. Programs are in operation, teachers are teaching and students are learning. Any program of certification which is proposed cannot be permitted to interfere seriously with the continuing operation of such programs where the results are considered to be satisfactory by the local education authority, the students, and other members of the community.

3. Adult basic and adult secondary education teachers are distributed among many communities and educational agencies, many of them quite remote from institutions of higher education which might provide for the development of competencies considered to be essential to successful teaching or administration in adult education programs. Any certification scheme which called for participation in formal classes by adult education teachers and administrators could unwittingly disqualify an unknown number of successful practitioners who could not avail themselves of the training opportunities which would be provided.

4. There is as yet no widely accepted list of essential competencies of adult education administrators and teachers which could serve as the foundation for the development of specific performance based competency oriented professional preparation or in-service programs. Without such a list, whether validated by reputable judges or by the results of yet-to-be-conducted empirical research, certification standards cannot be developed.

5. No program for the certification of adult education personnel can be devised that is entirely based on data produced by research. The certification programs for other kinds of specialization rest, in the final analysis, on the judgments of panels of established professionals. Given the present state of the art it would be unrealistic to assume that the certification approach taken for adult education could be much more research based than certification programs for others in the education professions.

6. The regional accrediting association has clear standards which require that adult education teachers have at least the elementary or the secondary subject credential that relates to their area of work.

7. The nature of adult education is such that it assumes lifelong learning is essential if professional obsolescence is to be prevented.

8. Although course taking is the most widely accepted mechanism used to establish competence and hence qualification for certification it is an imperfect measure of competence.

9. Any system which increases the cost of professional preparation to the aspiring candidate will ultimately have to be paid for by those who avail themselves of the professional's services.

Given these considerations what approaches to certification appear to warrant exploration for Illinois adult education teachers and administrators? The following are alternative courses of action which the State of Illinois might pursue in an effort to improve the quality of adult basic and adult secondary education programs.

Alternative 1

Establish a special adult education endorsement for teachers working in adult basic or adult secondary education who already hold a valid Illinois standard teaching certificate at the corresponding elementary or secondary level. Such a credential could be based upon the applicant's having taken a stipulated number of course credits in accredited institutions of higher education within a stipulated number of years following the enactment of the regulation. The regulation could also restrict the employment of new adult education teachers or administrators who lack such training after some stipulated date.

The identification of the number of course credits and the subjects in which the credits may be earned are decisions calling for the exercise of judgment rather than the application of established knowledge. To make these decisions it would be advantageous to have an adult education certification advisory committee which would report to the State Board of Education. The composition of the committee should include teachers of credit and non-credit public school adult education courses, administrators of public school adult education programs, a professor from an accredited Illinois university which conducts adult education teacher and/or administrator training programs, a superintendent of a local school district, a teacher and an administrator of a community college sponsored adult education program, representatives of significant segments of the adult student body, the presidents of the Illinois Adult Education Association and of the Public Adult and Continuing Educators' Association of Illinois, an adult vocational education representative, a teacher or administrator of a proprietary adult education agency, and a

number of public members who would not represent the interests of any established adult education firm, agency, organization or association. This group, which would require financial support to function effectively, would not include as voting members the representatives of other state boards or agencies because the committee would be reporting only to the Illinois Board of Education.

This alternative would require several years to implement and would not involve changing existing regional or state standards for other kinds of educational personnel. In fact the idea of using a special adult education endorsement is justified in part by the fact that it would cause the least disruption to existing procedures.

The adult education certification advisory committee would have the responsibility for considering the advisability of credentialling for a lifetime or for a given number of years. If the latter alternative were chosen then the committee would have the responsibility of proposing the continuing education participation requirements which would constitute eligibility for recertification.

Alternative 2

Establish an adult education endorsement for experienced adult education teachers and for administrators using the adult education certification advisory committee identified in Alternative 1 and establish a special adult education credential based upon a specified number of course credit hours in specified adult education undergraduate courses which can be included as an integral part of teacher preparation programs designed initially to prepare elementary or secondary education teachers. By having consultations with representatives of colleges and universities having accredited teacher training programs the adult education certification advisory committee, acting with the approval of the State Board of Education, could encourage the development of baccalaureate programs which would graduate students who could satisfy the requirements for elementary or secondary education certification while at the same time meeting the requirements for certification in adult education.

It seems essential to begin with a certification program that does not raise the costs of professional pre-service education and that also does not restrict possible avenues of employment for those who hold the credential. Until employment in adult education for a full professional career becomes more certain than it now is in most areas the establishment of certificate requirements which might restrict an individual to employment in what has been an insecure category should probably be avoided because it might seriously discourage a number of potential adult education teachers and administrators from pursuing such professional preparation.

Alternative 2 could not be fully implemented for a period of approximately six years because it would take perhaps two to three years to decide upon and provide for the required educational experiences to be identified and made available to existing staff. An additional period of three to four years would be required to allow the first of the newly prepared undergraduates to complete their programs and be certified. Possibly temporary certificates would be needed during the transition period so that programs would not have to be discontinued on the initiation of new programs postponed until an adequate supply of certificated teachers and administrators became available.

A decision on the part of the committee would be required to establish policy regarding lifetime versus renewable certificates, and, if the latter is chosen, to indicate under what conditions the certificate be renewed.

Alternative 3

Establish an adult education certification advisory committee and provide it with staff resources, probably from the Illinois Office of Education, to enable it to study the developing literature on competency based adult education as a preliminary step in devising an examination system that would be open to anyone having a valid teaching or supervisory credential who wished to establish a professional specialization in adult education and be granted adult education certification. This approach has the advantage of freeing the certification process from the credit hour accumulation system of certification. It does, however, present serious problems of developing tests that are objective, reliable, valid and clearly related to the competencies, understandings and skills associated with successful performance as a teacher or as an administrator. The process of developing such tests is

a complex one requiring expert test construction skills and would involve a research project involving at least three man years of professional effort.

Although a number of states are now involved in an exploration of competency-based certification it is unlikely that any of them would yield a system sufficiently comprehensive to satisfy the expectations of a broadly based adult education certification advisory committee.

While it is clear that this sytem removes the obligatory course taking for the adult education certification, it does not affect the prior regulations governing the preliminary certification as elementary or secondary education teachers or administrators. It is possible that this examination system could eventually be expanded to the point that a given performance level by an applicant would qualify him/her for employment as an adult education teacher or administrator without the necessity of his/her first satisfying any stipulated course requirements for elementary or secondary certification.

Although this system could be developed for individuals who wish to become teachers or administrators in adult education, it does not seem adequate for certifying experienced teachers and administrators who will have been rendering at least satisfactory service at the time the new certification procedure is put into effect. A "grandfathers' clause" might be written to assure either lifetime or limited time certification to those whose work as teacher or administrator of adult education has been evaluated as satisfactory by the local school district superintendent. The use of a limited time credential renewable on the basis of satisfactory performance on the certification test would serve to standardize the system.

Theoretically the ideal system of certification would be based upon satisfactory performance as a teacher or administrator during a probationary period. A valid measure of actual performance is the ideal method for determining eligibility for certification. If the testing system that would be developed under alternative 3 is a valid one then there would be only a very slight probability that anyone who was actually performing acceptably would fail to earn the minimum score required for certification. As a special safeguard, however, a provision could be made to allow some stipulated number of points for each year of satisfactory service with these points being added to the actual score earned by the experienced adult educator on the certification examination. Such a provision would further reduce the probability

that an experienced practitioner would earn a score lower than the acceptable minimum.

The timetable for implementing alternative 3 would have to be worked out by the committee in consultation with the Board of Education inasmuch as the successful execution of each step is a necessary condition for the successful completion of each subsequent step.

Alternative 4

Alternative 4 is the best alternative from a purely theoretical position, but it is least likely to be acceptable to state education officials, regional accrediting associations, and teachers' and administrators' organizations because of practical difficulties which can be anticipated if it were chosen for implementation. This alternative has two major features and involves a continuing program of monitoring to assure that those who have been certified are continuing to render professional services at at satisfactory level.

As is the case with the preceding three alternatives the fourth alternative involves an adult education certification advisory committee which consults with the Illinois Office of Education and which reports to the State Board of Education. In this alternative the advisory committee has the task of developing a set of examinations for prospective adult education teachers and administrators. These examinations would have no prerequisites, that is, any person who pays the fee is entitled to sit for the examination. Such an approach carries no requirements in terms of level of education completed by the applicant. The emphasis is not on number and kinds of courses taken and quantity of credits earned but rather on a demonstration of the possession of a core body of knowledge. Individuals earning at least the minimum passing score would be granted a provisional certificate based entirely on their performance in the examination.

Provisional certificates would be valid for up to two years (or some other arbitrary limit) after which the holder would either qualify for a standard adult education teacher's or administrator's certificate or lose his/her eligibility for employment as an adult education teacher or administrator. To qualify for a standard renewable adult education teacher's or administrator's

certificate, the candidate's actual performance would have to be monitored using a performance based scheme to be devised by the advisory committee and applied by the candidate's supervisor in consultation with a representative of the State Office of Education.

The standard certificate, once granted, would have to be renewed every five years or at some other regular interval determined by the Board of Education upon the recommendation of the advisory committee. The basis of renewal would be an updated performance review similar to the one used in determining the candidate's eligibility for a standard certificate.

Alternative 4 is the least biased of the alternatives in that its basis is entirely an assessment of a candidate's knowledge with no credit given to the means by which the knowledge was acquired. It also includes a performance evaluation of the actual behaviors officially designated as indicating a competent level of performance for the specific position for which certification is granted.

Several obstacles stand in the way of the adoption and implementation of alternative 4 in the next several years. The first and undoubtedly the most important obstacle is the lack of a sound research base on which to build the qualifying test for the provisional certificate. It would seem possible however to develop such a test with the investment of three professional man-years of research. The second, and perhaps somewhat less formidable obstacle, is the lack of a standardized system for monitoring teaching or administrative performance. Developing the system is a technically feasible problem which could be solved by the investment of two man-years of effort by suitably qualified educational researchers. The third obstacle which might prove to be the most difficult one to overcome is the securing of approval from the regional accrediting association so that the public schools which employed adult educators who had been certified under the procedures of Alternative 4 would not risk losing their accreditation. However, inasmuch as the North Central Association has consistently encouraged innovative approaches it might be that Alternative 4, when fully elaborated by the advisory committee and endorsed by the Board of Education, would be acceptable to the Association, at least on a trial basis.

Concluding Observations

The process of certification is ordinarily considered to be most appropriate for those professions which are pursued on a full-time basis as lifetime careers. Currently the teaching and administrative functions in public school adult education tend to be performed by part-time personnel. Enacting special certification regulations and procedures for adult education would tend to encourage the employment of full-time professionals rather than a much larger number of part-time workers. Such a change would probably increase the costs of conducting public school adult education because full-time certificated personnel are entitled to higher salary scales and fringe benefits which are not required if only part-time personnel lacking special certification are employed.

In this paper the advantages and disadvantages of various forms of certification have been examined. Historically the establishment of certification standards in all professions has been justified on the grounds that they assure the quality of the services rendered by the certificated personnel and hence advance the public interest. Given the present state of the art in accreditation, certification and licensing, the establishment of any one or combination of these procedures must rest in large measure on the judgment of informed agents that such procedures are likely to have greater benefits than costs. A slowly increasing number of states appear to be concluding that the benefits outweigh the costs. Perhaps it is now time for the concerned educators and public in Illinois to move systematically toward the development of a certification scheme built upon the experiences of other states and so designed as to advance the state of the art while progressing circumspectly toward the professionalization of public school adult education.

APPENDIX A

NATIONAL SURVEY OF CERTIFICATION, ACCREDITATION, AND LICENSURE PRACTICES FOR ADULT EDUCATION TEACHERS AND ADMINISTRATORS IN PUBLIC SCHOOLS

1. State Agency:

2. a. Does your state require certification or licensure of teachers employed in adult education operating through the public schools or colleges? ___Yes ___No

   b. Of administrators? ___Yes ___No

   c. Accreditation of programs which prepare teachers and/or administrators to teach or administer adult education? ___Yes ___No

3. What are the state requirements, if any, for teachers and administrators employed in public school or college adult education? (Please enclose a copy of the state law governing the matter or the pages of the school code where it appears.)

4. This item is applicable only if your state law requires certification, accreditation, or licensure in connection with adult education teachers and administrators employed in the public schools and colleges. Answer just the appropriate parts.

   a. When was the law enacted? _____

   b. In your opinion, why was it enacted?

   c. Has it been changed since its original enactment? ____Yes ____No

      (1) If yes, in what way(s) was it changed?

      (2) Why was it changed?

   d. Are any changes in the law concerning this matter now being contemplated?

      ____Yes ____No

      (1) If yes, what changes are contemplated?

(2) Why are these particular changes contemplated?

(3) Are you in favor of the contemplated changes? ____Yes ____No

Why do you favor or oppose them?

e. If you could write the existing law over, what changes would you make in it?

Why?

5. If your state does not have a law on this subject, are you in favor of one?

____Yes ____No

a. If yes, what would the law provide for?

b. Why do you favor adoption of such a law?

Signature of Responding Official _____

Title _____

Address _____

_____

Please complete and mail this survey form by May 28, 1976, to Dr. William S. Griffith, Department of Education, The University of Chicago, 5835 South Kimbark Avenue, Chicago, Illinois 60637.

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